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ABSTRACT

This document presents findings and conclusions drawn from a study that identified almost 30 community initiatives aimed at improving youth services; examined 10 of these initiatives in some depth; and focused intensively on documenting the history and status of three of the initiatives that best demonstrate the potential effect that broad-based community planning and monitoring might have on the availability, scope, quality, and focus of community-based youth services. Section I provides an overview of community initiatives, describes the context of the initiatives, and explains the framework of the study. The study methodology, selection, and assessment criteria are described. An analysis of the final 10 initiatives examined includes discussions of the initiatives' history/origins, goals, strategies, impact, structure, inclusiveness, funding, and implementation. Section II presents case studies of the three community initiatives chosen for detailed analysis: the Juvenile Welfare Board of Pinellas County, Florida; the Minneapolis Youth Coordinating Board; and Chicago's Cluster Initiative (Marion County Commission on Youth). Each of the initiatives is described, strengths of the initiatives are identified, and challenges for the future are proposed. Section III examines the role of the voluntary sector and discusses lessons from the case studies' communities in section II. Tables on initiative profiles, examples of initiative goals, examples of initiative strategies, and involvement of various sectors are attached, as are a list of community initiatives considered, and brief descriptions of the final 10 initiatives. (NB)

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BUILDING SUPPORTIVE COMMUNITIES FOR YOUTH

Local Approaches to Enhancing Community Youth Services and Supports

Raymond O'Brien
Karen J. Pittman
Michele Cahill

Commissioned Paper #7
September 1992

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BUILDING SUPPORTIVE COMMUNITIES FOR YOUTH:

Local Approaches to Enhancing Community Youth Services and Support

by
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for
The Task Force on Youth Development and Community Programs
at the Carnegie Council on Adolescent Development

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This is one of two papers commissioned from the Center by Carnegie Council Adolescent Development for the Task Force on Youth Development and Community Programs of which Karen Pittman was a member. The second paper, "Bridging the Gap: A Rationale for Enhancing the Role of Community Organizations in Promoting Youth Development", is also available through the Center. This paper was prepared with financial technical assistance from the Carnegie Council on Adolescent Development. Much of the background research on community youth initiatives that provided the framework for this paper was made possible by the support of the Ford Foundation and the Lilly Endowment.

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The Center for Youth Development and Policy Research

The Center for Youth Development and Policy Research was established in 1990 at the Academy for Educational Development in response to growing concern about youth problems. Like many organizations, CYD is dedicated to contributing to better futures for disadvantaged children and youth in the United States. CYD works vigorously to capitalize on both the growing concern about youth problems and growing willingness to search for new solutions. Our goal: to transform concern about *youth problems* into public and private commitment to *youth development*.

Every institution that touches young people's lives should be held accountable for providing, to the greatest extent possible, opportunities to meet needs and build competencies. Institutions do not have to be comprehensive service providers. They should, however, all work toward their mandates in a way that they can ensure, at an absolute minimum, that they are doing no harm.

CYD sees its roles as strengthening national, state, local, and community leaders' -- both public and private -- capacity to craft public and private policies, programs and practice standards that are supportive of the country's young people. CYD provides these leaders with a sound conceptual framework for understanding what youth need to develop and an array of practical tools and strategies for facilitating assessment and change.

To accomplish these objectives, the Center provides services which include: conducting and synthesizing youth research and policy analyses; disseminating information about exemplary youth programs and policies and establishing collaborative efforts with these groups; designing and implementing program evaluations, community assessments, and special projects; and providing technical assistance to national organizations, state and local governments, and public and private institutions interested in improving their youth development efforts.

The Academy for Educational Development is an independent, nonprofit organization dedicated to addressing human development needs throughout the world. Since its founding in 1961, AED has conducted projects throughout the United States and in more than 100 countries in the developing world.

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SECTION I: OVERVIEW OF COMMUNITY INITIATIVES

Context of Communities Initiatives

The Critique of Current Service Delivery for Youth

America in the 1990's has noticed youth. National commissions and popular media have focused attention on youth risk-taking. Political candidates expre oncern about educational failure and there is a growing public awareness of the difficulty faced by changing families in providing the supports and developmental opportunities needed by young people. The wisdom of the African proverb, "it takes a village to raise a child" becomes more apparent daily across America's cities and suburbs as the evidence accumulates of the consequences of the communal indifference and neglect of youth.

The increase in substance abuse, violence, and other risk behaviors has fed a growing critique of existing services for children and youth. Researchers and policy analysts have pointed to serious flaws in the orientation, structures, and delivery systems that characterize services. Many contend that youth services typically are fragmented, have insufficient resources, fail to reach those youth who need them the most, and are narrowly single problem-focused.[1]

Services are not organized to support coherent responses to the needs of children and youth. A recent report by the Education and Human Services Consortium described five key problems characterizing services:

- most services are crisis-oriented;
- the current social welfare system divides the problems of children and families into rigid and distinct categories that fail to reflect their interrelated causes and solutions;

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[1] Charles Bruner, Thinking Collaboratively: Ten Questions and Answers to Help Policy Makers Improve Children's Services. Washington, D.C.: Education and Human Services Consortium, April 1991; Joy G. Dryfoos, Adolescents at Risk: Prevalence and Prevention. New York: Oxford University Press, 1990; Lisbeth Schorr with Daniel Schorr, Within Our Reach: Breaking the Cycle of Disadvantage. New York: Anchor Press, 1988.

- there is currently a lack of functional communication among public and private service providers;
- specialized agencies are unable to easily craft comprehensive solutions to complex problems; and,
- existing services are insufficiently funded.[2]

In response to these critiques, child advocates, national commissions, foundations, and federal and state departments of human services have joined in calls for greater coordination and collaboration across service systems. Charles Bruner, Director of the Child and Family Policy Center, states the goal of collaboration in a recent report:

> Collaboration is a process to reach goals that cannot be achieved acting singly (or, at a minimum, cannot be reached efficiently). As a process, collaboration is a means to an end, not an end in itself. The desired end is more comprehensive and appropriate services for families that improve family outcomes.[3]

These critiques have been accompanied by a growing consensus about the need for concerted local planning, budgeting and service delivery for youth development. This consensus acknowledges the need for greater coordination in service delivery but also emphasizes the importance of experiences beyond services, arguing that youth need developmental opportunities, experiences, and formal and informal instruction offered in schools, families, religious organizations, youth organizations, health and human service agencies, work places, ball fields and neighborhoods. In the same report on collaboration, Bruner argues:

> In addition to needing a strong educational system to succeed, children need adult support, attention and love. They need proper nutrition and health care. They need a safe place to live. They need guidance in developing their identities, including a

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[2] Atelia I. Melaville with Martin J. Blank, What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services. Washington, D.C.: Education and Human Services Consortium, 1991, pp. 6-8.

[3] Charles Bruner, Thinking Collaboratively: Ten Questions and Answers to Help Policy Makers Improve Children's Services. Washington, D.C.: Education and Human Services Consortium, April 1991, p. 6.

supportive peer culture. They need role models that demonstrate the benefits of work, learning and self-discipline.[4]

Existing Initiatives

Actions have also accompanied the critique of youth services. Over the past several years, leaders in government, the private sector and youth-serving fields have developed more than thirty new initiatives aimed at improving youth services. These initiatives have involved a variety of strategies, including: public-private partnerships, school-community collaborations, joint planning bodies, dedicated funding streams, youth bureaus or coordinating boards, and comprehensive needs assessments.

Sponsorship of the initiatives has been diverse, including federal and state government offices, foundations, local government and partnerships between government and community agencies. The following examples illustrate this diversity.

> The Youth Opportunities Unlimited initiative is a three year, seven city demonstration project, sponsored by the United States Department of Labor, that provides grants of $1 million to communities to develop neighborhood level supports for young adolescents that orient them toward educational achievement and employment preparation. It operates through local collaboratives of middle schools, churches and neighborhood organizations with the Private Industry Council usually serving as the lead agency.
>
> The New Futures Initiative, sponsored by the Annie E. Casey Foundation, is a five year initiative that provides grants of $2 to $10 million to selected communities to plan and implement strategies aimed at reducing rates of school dropout, teenage pregnancy, and youth unemployment. New Futures has involved the corporate and voluntary sectors, local and state governments,

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[4] Bruner, p. 4.

schools, and community residents in planning. Its primary strategy in its early years has been case management.

The New Jersey School-Based Youth Services Program initiative, sponsored by the N.J. State Department of Human Services, supports 29 centers operated by lead community agencies across the state that offer health care, mental health, family and substance abuse counseling, and job training to youth at high school sites and make referrals for other needed services.

The New York City Department of Youth Services, through its Beacons Initiative, is providing $10 million to community based agencies to create centers for youth and families that operate 7 days a week and in the evenings to develop comprehensive neighborhood-level services.

Focus of this Study

An important common element of these and most existing initiatives is that they go beyond promoting a single program to focus on strengthening or altering the full array of services available to youth in their communities. In total, the study identified almost thirty community initiatives, examined ten in some depth and focused intensively on documenting the history and status of three initiatives that best demonstrate the potential effect that broad-based community planning and monitoring might have on the availability, scope, quality and focus of community-based youth services. The criteria for the selection of the ten to be examined were based on the goal of finding communities that had mechanisms in place that fostered comprehensive planning for service delivery improvements for youth. Two criteria were considered crucial to whether an initiative could foster this type of planning:

1) the initiative had to have multiple actors -- whatever the structure, more than one agency or sector had to be involved in planning, funding, and implementation.

2) the initiative had to promote multiple solutions -- whatever the focus (e.g., promoting youth service, reducing teenage pregnancy), the initiative had to promote multiple strategies, and could not have the implementation of a single program model as its focus.

It is too early in the history of these types of broad-based initiatives for precise assessment of effectiveness. There is much to be learned, however, from a careful examination of the goals set and strategies used.

Framework of the Study

Variation notwithstanding, there were common goals and strategies found across the ten initiatives surveyed and the three studied intensively. The initiatives' goals fell into three broad categories -- improve or expand services, improve service systems, and promote a positive climate for youth -- with the most common community goal being to improve service systems (all but one initiative mentioned this as a goal). The primary strategies identified by the initiatives were community planning, altering the service delivery system, increasing funding for systems and services, and increasing collaboration among agencies and sectors. Advocacy was one of the most commonly described functions of the initiatives' decision-making bodies.

Since community planning and collaboration are critical to these initiatives as well as to the larger policy debate about youth services, it seems useful to briefly review what the field generally agrees is meant by these terms. It also seems useful to identify what the literature already indicates are critical factors in the success of community initiatives that involve multiple actors and solutions.

Community and Community Planning

Community can be defined using geographical, philosophical, political, sociological, or economic terms. Those within the economic and community development fields often refer to community using geographic terms. Others attempt to get at the human elements of community, defining it as " a group of people who are socially interdependent" and "who share certain practices...that both define the community and are nurtured by it,"[5] and community as

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[5] Robert Bellah et al, Habits of the Heart: Individualism and Commitment in American Life, Berkeley, CA: University of California Press, 1985, p. 333.

the "synergistic association...among institutional contexts in the lives of adolescents."[6] In a recent paper, John Gardner analyzed the concept and suggested it has many characteristics:

- wholeness incorporating diversity
- a reasonable base of shared values
- caring, trust, and teamwork
- effective internal communication
- participation
- affirmation
- links beyond the community
- development of young people
- a forward view; and,
- institutional arrangements for community maintenance.[7]

Community also takes on specific meaning in cities, which are the locations for many of these initiatives. In many cases community and neighborhood are used interchangeably to refer to a geographic entity and the people and resources within it. Robert Chaskin writes extensively about the implications of various definitions of neighborhood and community in his report on the Ford Foundation's Neighborhood and Family Initiative, Toward a Model of Comprehensive Neighborhood Based Development. Chaskin argues for a move from a "one dimensional view of neighborhood as a physical area targeted for development activity to a more inclusive perspective, from which neighborhood is defined as a unit of social identity and action, that is, neighborhood as community."[8]

Definitions of community planning must address these complexities of the concept of community -- they must take into account that community refers to the interplay of place, social units and economic and political forces. Community-based planning, then, involves

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[6] Francis Ianni, The Search for Structure: A Report on American Youth Today, New York: 1989, p. 15.

[7] John W. Gardner, Building Community, Independent Sector, Washington, D.C., 1991.

[8] Robert J. Chaskin, The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development, The Chapin Hall Center for Children at the University of Chicago, April, 1992, p. 7.

assessments of both community needs and community resources. Residents themselves may both have needs and also be stakeholders and resources within a community.

In looking for nominations of "community" initiatives, we found the term used many different ways. For some, it meant city or county and referred to initiatives that were either developed at that level or had that geographic area as a target. For others community referred to the buy-in or involvement of multiple stakeholders, including those outside of government and those outside of service institutions and organizations. For others, it reflected a commitment on the part of the planning agent to take a comprehensive look at the needs and resources of the community. Our multiple actor, multiple solution criteria was, in effect, an attempt to find a common ground among those various descriptions – both theoretical and practical.

Cooperation, Collaboration, and Service Integration

Almost all of the community initiatives studied had increased cooperation and collaboration among service providers as core elements of their strategies. Defining these terms requires exploring how they work at both the service delivery and systems levels in communities.

Atelia Melaville and Martin Blank summarized the literature and experience of collaborative efforts to improve youth services for the Education and Human Services Consortium. They define both cooperative and collaborative strategies and describe their characteristics at the service delivery and systems levels. They report that:

> In a cooperative arrangement at the service delivery level, partners help each other meet their respective organizational goals. They do so without any substantial changes in the basic services they provide or in the rules and regulations that govern their agencies. ... At the systems level, cooperative initiatives assess the need for more comprehensive services and recommend strategies to coordinate existing services. Because partners are not required to commit budgetary support or to make policy decisions on behalf of the organizations they represent, cooperative initiatives advocate for rather than negotiate policy.[9]

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[9] Atelia I. Melaville with Martin J. Blank, What If Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services. Wash., D.C.: Education and Human Services

Melaville and Blank contrast this with collaboration, stating that: "A collaborative strategy is called for in localities where the need and intent is to change fundamentally the way services are designed and delivered through the system."[10] They add that:

> Instead of focusing on their individual agendas, collaborative partnerships establish common goals. In order to address problems that lie beyond any single agency's exclusive purview, but which concern them all, partners agree to pool resources, jointly plan, implement and evaluate new services and procedures, and delegate individual responsibility for the outcomes of their joint efforts.[11]

The authors also point to the most far-reaching collaboration -- at the systems level.

> Collaborative ventures at the system level are empowered -- politically, by virtue of their members' "clout", or legally, by the state or other entity -- to negotiate, as well as to advocate for, programs and policies leading to more comprehensive service delivery.

Collaboration, especially systems level collaboration, is the thrust behind recent efforts to promote service integration -- formal changes in the operating relationships between systems. The focus of much of this work has been on integrating the planning, funding, and service delivery of health, education, and social services systems. Service integration, or more generally systems change, was an often-stated goal of the initiatives reviewed. As noted earlier however, decision-making bodies were more likely to advocate for system change than actually plan and implement. This reflects the fact that initiatives selected for this study were broad community planning initiatives rather than service integration initiatives. Community planning may result in a demand for reform, but it begins with the mobilization of a variety of actors to engage in a process to assess youth needs and to develop strategies to address them. As strategies, both community planning and systems integration stress the need for increased coöperation and collaboration among service providers and across sectors.

Consortium, 1991, pp. 14-15.

[10] Melaville and Blank, p. 14.

[11] Melaville and Blank, p. 16.

Determinants of Success

In the end, collaborations are complex negotiations among people and institutions. Melaville and Blank identify five factors that shape the success of such ventures.

- CLIMATE
  The social and political climate in a neighborhood or community.

- PROCESS
  The communication and problem-solving process participants use to establish goals and objectives, agree on roles, make decisions, and resolve conflicts.

- PEOPLE
  The vision, commitment, and competence of the people who are central to the successful partnership.

- POLICIES
  The set of governing policies each agency brings to the table.

- RESOURCES
  The availability of resources to institutionalize changes in services and service delivery and to reach a large audience. [12]

The importance of these variables certainly was evident in our review. While they did not alone provide us with the answers to the questions we explored, they helped us develop assessment and analysis criteria, guided our site visitation, and provided a framework from which to approach the lessons learned across the case study communities.

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[12] Melaville and Blank, pp. 20-31.

Study Methodology: The Initial List and Assessment Criteria

Developing the Initial List

Developing a formal nomination process for soliciting information on promising community initiatives or structures was beyond both the scope and the purpose of this project. Our purpose for doing this overview was not to be exhaustive, but to generate sufficient examples of what we or others suggested were promising initiatives to allow for discussion, comparison, and analysis. [13] Twenty-seven "initiatives" were originally investigated. Very basic information on each of these was developed through telephone interviews or document review. Our goal was to identify communities that had mechanisms in place that fostered comprehensive planning for service delivery improvement for youth, and two threshold criteria were adopted from the outset: the initiative had to have **multiple actors**; and the initiative had to promote **multiple solutions**.

The seventeen initiatives that were eliminated from our consideration were dropped for the following reasons:

- they failed to meet either or both of our two basic criteria;
- they were too new to analyze;
- they were no longer operating;
- the communities they served were simply too small to be instructive; or,
- they were national, multi-site initiatives that stood out as exemplary, but for which no outstanding local sites were nominated.

We should note that the exclusion of these initiatives from our final list does not reflect a belief on our part that they cannot provide important lessons, but rather simply that they did not conform with the basic criteria we developed to guide our work on this project. For a complete listing of all twenty seven initiatives considered, see *Attachment 2*.

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[13] Staff from the Center for Youth Development and Policy Research followed up on initiatives known by us and on suggestions made to the Center, Jane Quinn, or members of the Carnegie Task Force on Youth Development and Community Programs by others in the field. Jane Quinn is Project Director of the Carnegie Council on Adolescent Development's Task Force on Youth Development and Community Programs.

The ten initiatives that survived the basic criteria are briefly described in *Attachment 3*. Some were developed at the local level (whether by the mayor, the school superintendent, a community task force, or a local funding agent). Others were local responses to an idea generated, and usually supported, by the state, by a national organization, or by a public or private funder. They reflect a variety of structures and focal points, including:

- demonstration efforts designed to show how to reduce fragmentation and how to integrate services;
- large-scale, long-term city-wide school reform efforts;
- city-wide efforts to effect improved planning among service providers;
- city-wide efforts to encourage collaboration and cooperation among elected officials; and,
- the creation of a separate pot of funding for youth services and a separate agency for planning and administration of youth services.

Developing Selection/Assessment Criteria

Initially it was our aim to place each initiative considered within a category and describe the relevant features of and differences between those categories. Several factors led us to abandon this as a primary focus. We found the field of community youth initiatives to be very undeveloped, with no real literature to draw from and actually very few comprehensive initiatives to analyze. Thus, rather than focusing on categories, we placed our emphasis on looking across the various types and sizes of initiatives to attempt to gain insight about factors and features that seemed to play an important role in most or all of them. These ten initiatives became the raw material for discussion and conceptualization of the factors and features relevant to describing initiatives, allowing us both to assess the similarities and differences between a number of initiatives and to choose the three that seemed most worthy of more detailed analysis.

We arrived at seven major indices for analyzing and comparing initiatives:

GOALS
The outcomes the initiative was designed to accomplish.

COMPREHENSIVENESS
The breadth of the outcomes/changes proposed.

STRATEGIES
The main activities being done to accomplish the goals.

STRUCTURE
The administrative location and composition of the organization or body empowered to effect the strategies, function, authority, and permanence.

INCLUSIVENESS
The level and type of involvement of actors from various sectors in the initiation, planning, implementation, and assessment of the initiatives.

FUNDING
The adequacy, stability and source(s) of funding for the formal body and for the services that fall within the mission of the formal body.

IMPLEMENTATION/IMPACT
The longevity, reach and overall completeness of the initiative compared to stated goals.

We entered this project hoping to identify factors that could be used to assess the importance and potential of an initiative involving comprehensive planning and service delivery improvement, particularly services that reach youth in high-risk situations. Each of the above, from our assessment, is such a factor. The general assessment of initiatives that staff at the Center for Youth Development and Policy Research and others in the field have offered were confirmed in accordance with these factors.[14] Moreover, these factors are logical. In order to

[14] During the course of this project we have solicited input from Joy Dryfoos, Independent Researcher and Task Force member; Judith Erickson, Indiana Youth Institute and Task Force member; Jane Quinn, Task Force Project Director; John Kyle, National League of Cities; and others.

affect long-term change in the supports available to young people in their neighborhoods, localities will have to:

- set broad goals for both youth outcomes and system/climate changes;
- identify multiple strategies (not just multiple program models, but multiple strategies ranging from increased community commitment to system change);
- establish permanent structures given the authority to prioritize, assess, develop, and fund or leverage funding for needed services and supportive activities;
- establish adequate, secure funding sources for key services that can be accessed by a variety of service providers;
- involve a wide array of actors, agencies, and sectors in the planning, implementation and assessment of those services; and,
- implement plans on a steady, timely basis and assess the quality and impact of implemented activities.

An Analysis of the Final Ten Initiatives

Utilizing the seven indices mentioned above as a guide, this section provides a brief analysis of the final ten initiatives. The analysis is supplemented by *Tables 1-8*.

History/Origin

Six of the ten initiatives were started at the impetus of city and/or county government. Three were initiated by private community agencies, and one by a national foundation. Of those started by the public sector, the development took different forms. Three of the six publicly initiated projects – the Minneapolis Youth Coordinating Board, the Juvenile Welfare Board of Pinellas County, and the Marion County Commission on Youth – required some form of legislative action. In Minneapolis, for example, the state legislature authorized the initiative, and a joint powers agreement between city and county agencies made the arrangement formal. In Pinellas County, a voter referendum authorized the creation of a separate pool of tax dollars to

be used exclusively for children's services. In all three of the above-mentioned initiatives, however, the leadership of one or more local elected officials was critical prior to the legislative authorization. The importance of one or more key leaders was equally critical in those initiated by private community agencies.

Goals

The focus of the vast majority of the initiatives (eight of ten) is both youth development and problem prevention. The remaining two initiatives assert that their focus is solely on youth development. For those with focus in both areas, the emphasis on one or the other varies within each initiative, and often changes over time. For example, the Juvenile Welfare Board grew out of the juvenile welfare system, but currently places priority on community involvement and development. Conversely, the primary focus of New York City's initiative is the strengthening of neighborhoods and local support services, but the initiative also addresses a number of problems that youth encounter.

The community goals described by each initiative were categorized into three goal clusters: improve or expand services; improve service systems; and promote a positive climate for youth. Of the ten initiatives considered, half listed goals that fell within two of these three categories. Four listed goals that fell within all three of the categories, and one initiative said that only one community goal was applicable.

The most common community goal was to improve the service systems, with all but one initiative mentioning it as a goal. This correlates with the fact that all ten of the initiatives listed altering the service delivery system as a strategy, and that advocacy was one of the most commonly described functions of the initiatives' decision-making bodies (see discussion below). The other two community goals -- improving or expanding services and promoting a positive climate for youth -- were both mentioned by seven of the ten initiatives. Information obtained on the goals of the initiatives suggests two findings. First, the majority of the initiatives are very broad in what they are trying to accomplish. Most are trying both to prevent problems and to promote youth development (eight of ten), and most have more than one community goal (nine

of ten). Second, most of the initiatives are not merely focused on providing better or additional services, but are also concerned with improving the actual service delivery systems.

For specific examples of goals of individual initiatives, see *Table 6.*

Strategies

The strategies employed by the initiatives to meet their goals were grouped into the following categories (numbers indicate how many of the initiatives used that particular strategy):

- Alter the service delivery system 10
- Change existing services 9
- Increase funding for systems and services 10
- Influence policy development 7
- Raise awareness/Advocate for youth issues 9
- Mobilize youth participation 6

Most of the initiatives used a variety of strategies, with eight of ten employing at least five. The remaining two initiatives were less comprehensive, with Youth Net using only three strategies, and the Chicago Cluster initiative using four. The two most common strategies were altering the service delivery system and increasing funding for systems and services, with all ten initiatives using strategies falling into those categories. The least common strategy was mobilizing youth participation; the fact that almost half of the initiatives (four of ten) do not focus on it as a strategy suggests that youth participation is not a central element of these initiatives.

For specific examples of strategies employed by the initiatives, see *Table 7.*

Impact

Most of the initiatives are city- or county-wide, although both the New York and Chicago initiatives focus on neighborhood development within a city-wide initiative. Several initiatives stress that their efforts are targeted not only to youth, but to youth and their families, including Youth Net and the Pinal County project. Arlington Human Service Planners has an even

broader intended impact, in that it attempts to coordinate all human services within the county and not just those that affect youth. Finally, because the entities considered are community-wide initiatives with multiple players and multiple goals, and not local programs focusing primarily on service provision, it is hard to arrive at a quantifiable figure in describing the reach.

Structure

Detailed information about the structure of the initiatives is provided in *Tables 1-5*. Several points clearly stand out:

- The structure of the initiatives' decision-making bodies varies widely, from large, informal, inclusive bodies to small and selective groups.
- The less inclusive bodies tend to be primarily governmentally controlled. Participation in these groups usually involves appointment, selection, or some type of *ex officio* representation.
- The larger, more inclusive bodies tend to have more community representation. Membership is usually flexible and can be obtained by networking or volunteering. While government is represented on these boards, it is not generally seen as being in control. Youth are also more likely to be involved.
- While the small, more "official" bodies are less inclusive, it also appears that they have more authority to make decisions and disburse money, making them arguably more powerful. Generally, the stakeholders and decision-makers are at the table.
- Sometimes an informal structure exists beyond the official decision-making body that allows for a hybrid between the two groups described above. Examples of this would be the combination of the New York Interagency Coordinating Council and its more community-rooted local advisory councils; and, the fact that the staff of the Minneapolis Youth Coordinating Board play an essential role in bridging the gap between the "official" board and the community. The combination of the power of a public board and the legitimacy of sincere community involvement suggests a strong model.
- The majority of the decision-making bodies play a variety of roles, as described on the tables.

- Nine of the ten initiatives see their structure as either permanent or stable. Our analysis suggests, however, that excessive weight should not be placed on this category. The experiences of Seattle and Pinal County speak directly to this issue. Both communities had vital youth initiatives terminate within the last several years, only to have the momentum created by that original initiative lead almost directly to the creation of a very similar and successful initiative. Thus, while a permanent structure is helpful, it is neither a prerequisite for nor a determinant of future success.

Inclusiveness

The information contained in *Tables 1-5* and in this brief section supplements that provided on the more detailed *Table 8*. Several additional points can be made. First, local government cannot be overlooked as a critical player in all of the initiatives, and in every phase of development. Some initiatives were developed through the energy and funding of local government; even those with the leadership of private entities generally pointed to the leadership of the public sector as critical. Second, the general trend was for the projects to become more inclusive as they moved from origination to planning, and again as they moved into implementation. Regardless of who the leaders were at a prior stage, moving to a subsequent stage usually involved adding more partners.

Finally, most of the initiatives interviewed pointed not only to critical organizations but also to important individuals without whom the initiative would not have succeeded. Further, just as with organizations, critical individuals can vary between stages of development within an initiative. For example, the leadership of the Mayor of Minneapolis has been instrumental in the success of the initiative from the outset. As the project progressed further into implementation, however, the importance of the Board's Executive Director has grown. Similarly, the local director of the Youth Futures Authority has played the key leadership role during the implementation phase, but it was the city manager who was indispensable during the origin and planning phases.

Funding

Funding for the initiatives also varies widely, both in source and in amount. Most cities combine public and private sources. The public sources include in-kind services, agency commitment of existing dollars, and a special taxing authority. While several receive foundation dollars, only Youth Futures receives the majority of its funding from this source. The total budgets tend to fall at one of two extremes: at one end, are the multi-million dollar projects (including the Cluster Initiative and Youth Futures, with budgets between $5 million and $6 million, and the Juvenile Welfare Board, with a budget approaching $31 million); at the other end, are projects with budgets of approximately $100,000 or less.

Finally, independent of the amount of the budget, funds from the initiatives are used for a variety of purposes. For some, including the Minneapolis Youth Coordinating Board and the Youth Involvement Network in Seattle, the entire budget is used to staff the initiative and for coordinating functions. In others, a substantial amount of the funding is used for the actual provision of services.

Implementation

The initiatives are at varying stages of implementation (see tables). More than half (six of ten) of the initiatives (Marion County Commission on Youth, Arlington Human Service Planners, Youth Net, Juvenile Welfare Board, New York Interagency Coordinating Council, and the Minneapolis Youth Coordinating Board) claim that increasing youth and/or community involvement in the initiative is a future implementation priority.

SECTION II: CASE STUDIES OF THREE PROMISING INITIATIVES

The three community youth initiatives chosen for this detailed analysis -- the Juvenile Welfare Board of Pinellas County, Florida, the Minneapolis Youth Coordinating Board, and Chicago's Cluster Initiative -- were selected from a number of excellent examples using several criteria. In developing the selection criteria, the main objective was not to model a scientific initiative selection process, but rather to provide the reader with examples that display the range of possible community youth initiatives and offer lessons that may be instructive to others.

First, the initiatives selected appeared impressive across a variety of descriptive measures, including initiative goals, strategies, structure, and inclusiveness (see earlier discussion, and attached charts). Second, initiatives were examined that seemed to be producing successful results, whether in affecting youth outcomes, influencing youth services or the service delivery systems, or raising public awareness of the problems facing children and families. Third, the initiatives demonstrated some form of innovation, and in several forms, including the creation of a dedicated funding stream for youth services, the creation of a Board comprised solely of a wide array of elected officials committed to youth, and the development of a city-wide model of neighborhood-based school restructuring efforts. Finally, the goal was to provide an instructive range of initiatives, varying in terms of type of community (county, smaller city, larger urban area), geographic location (Midwest, Southeast), type of initiative (public board of elected officials, large public agency dedicated to youth services, city-wide network of neighborhood-based integrated services programs), and developmental stage (45 years old, 7 years old, 1 year old).

The field of community youth initiatives is not yet a science, but it is hoped that the following case studies will provide an understanding of the parameters and the complexity of this emerging field, as well as some concrete lessons about what has and has not worked in communities that on the whole have achieved some success. Since each initiative is quite distinctive across a number of measures, our goal was to describe the initiatives in accordance

with these measures, allowing the reader to observe the ways in which a number of factors, including the developmental progress of the initiative, affect eventual outcomes.

JUVENILE WELFARE BOARD
OF PINELLAS COUNTY, FLORIDA

The Juvenile Welfare Board of Pinellas County was developed in response to the frustration felt by Juvenile Court Judge Lincoln Bogue regarding the lack of alternatives to incarcerating children with adult offenders. The judge, seeking a permanent, long-range solution, drafted a bill for submission to the Florida Legislature for an independent, special taxing district in the county dedicated to children's services. The legislature empowered the county to create such a district, and in November of 1946, an overwhelming 80% of the voters approved the Juvenile Welfare Board and its taxing authority.

The Juvenile Welfare Board began by funding a home for juvenile delinquents, but has broadened its mission and focus over the last 46 years. Today, the JWB continues to be a leader for children in Florida. In 1990, the citizens of Pinellas voted to increase their investment in children and families from the one-half mill of the property assessment established in 1945 to a maximum of one full mill.[15] Presently, the Board funds forty-nine community agencies which operate ninety-one different programs. The JWB serves as a model for similar taxing districts in five other counties in Florida, with several additional counties in the process of seeking voter approval.

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[15] A mill is a monetary unit equivalent to 1/1,000 of a U.S. dollar. Thus a taxing authority cap of one mill provides the JWB with $1 for every $1,000 of assessed property value.

Description of Initiative

Goals

The Juvenile Welfare Board (JWB) is guided by fifteen operational values and principles. The JWB considers three of these, as follows, to capture its primary operational values:

- JWB is fully committed to the principles of early intervention and preventive services to children and families.
- JWB values and encourages creative solutions to human service problems and recognizes risk taking and the testing of unconventional strategies as legitimate functions in the search for new, more effective means of meeting human needs.
- JWB believes in the provision of quality services to children and families, planned, provided, and evaluated by competent, well trained professional staff and committed volunteers. JWB supports this standard even if its maintenance may upon occasion limit the quantity or number of services available.

James Mills, Executive Director of the Board, lists JWB's goals in similar language:

- To create a service delivery system based on the needs of families, not on institutional or previously established systems.
- To give priority to preventive and early intervention programs rather than rehabilitative services.
- To develop programs and policies which emphasize self-sufficiency.
- To develop policies that create programs and fund them on the basis of the community's 21st century demographics.

Structure

The Juvenile Welfare Board, as created by Special State Statute Chapter 23483 Special Acts of 1945, consists of up to nine members. The three (or four) *ex officio* members are: a judge (or 2 judges) of the Circuit Court, Juvenile Division; the Vice Chair of the County Commission; and, the Superintendent of Public Instruction. Five additional members are appointed by the Governor of Florida for terms of four years.

In addition to the Board of Directors, the JWB is supported by a full-time staff, and is led by an executive director. The two major organizational clusters are Programs/Finance, which is responsible for contract management, evaluation and the administration and finances of the Board, and Community Services, which has responsibility for the research, planning, program development, and training work of the Board. The Board's Youth Services Advisory Committees are also within Community Services; the current committees are: Abuse, Neglect, and Dependency; Day Care & Early Childhood; Economic Services; Health; Juvenile Justice; and, Mental Health/Substance Abuse.

The Board addresses system change primarily through the Community Planning and Development function of the Board. According to the Board's Executive Director, the planning function is led by an independent group comprised of individuals, including respected judges, ministers, and retired executives, and representatives from community organizations, including the Junior League and County Extension Services. The planning group's mission is to set goals and operating principles that drive funding recommendations. Priorities are based on a community-wide joint needs assessments conducted by major planning and funding bodies every five years, with considerable community input. Mills notes that while community-based service providers participate in the planning group, broader citizen involvement is an area that needs strengthening.

Finally, the JWB is an active participating agency in I-COPE, the county's Interagency Committee on Planning and Evaluation. JWB joined six other agencies in 1978 to conduct a broader assessment human service needs in the community. The other participating planning and funding agencies are: Area Agency of Aging; Pinellas Private Industry Council; Department of Health & Rehabilitative Services; Health Council of Pasco/Pinellas, Inc.; and, United Way of Pinellas County. The Pinellas County Public Schools and Pinellas Board of County Commissioners also participate. I-COPE is currently conducting its most recent update of the community assessment.

Strategies

The Juvenile Welfare Board employs the following six strategies, as described in its 1991 Annual Report:

- JWB plans and coordinates services for Pinellas County's children and families. Community organizations and resources are joined with JWB resources to help meet the needs of Pinellas County families.
- JWB conducts research on topics relating to children and families and provides social indicator data to the community.
- JWB offers varied training and enrichment opportunities for human service professionals, and maintains a library of books and audiovisual materials. Computerized information searches are available.
- JWB contracts with and evaluates numerous social and human services within Pinellas County, and provides technical support to human service organizations.
- JWB reviews and recommends legislative and public policies relating to children and families. JWB engages in advocacy activities on behalf of children and families.
- JWB promotes community awareness and understanding of the needs of Pinellas County's children and families.

Comprehensiveness

While the JWB's roots were in the juvenile justice system, its focus and energies quickly broadened, both to encompass a wide array of systems and players, and also to expand beyond the treatment mode into prevention and, increasingly, youth development. Thus, the initiative's breadth does suggest comprehensiveness, in terms of the systems involved, the number of problems addressed, and expansion into early childhood and youth development areas. JWB funds programs in 17 need areas, grouped together into four categories of priority, as determined by the I-COPE community needs assessment.

Priority I, which has received the largest amount of new funding, contains the following need areas:

- Adolescent Pregnancy
- Adolescent Substance Abuse
- Family Dysfunction
- Physical Abuse/Neglect
- Truancy/Dropout

Priority II, which has the largest funding base, contains the following:

- Chronically Ill
- Developmentally Disabled
- Emotionally Disordered Children
- Emergency Housing
- Physically Handicapped Children
- Unsupervised Children
- Youthful Sex Offenders

Priority III:

- Employment/Training
- Runaway Youth
- Youth Offenders
- Youth Without Permanent Homes

Priority IV:

- Adult Domestic Violence

JWB also recognizes system wide supportive services such as information and referral services, child care licensing and volunteer recruitment as a separate funding category which is not ranked as a part of the priority system.

Through its planning and funding strategies, JWB works across a number of systems. Agencies funded by the Board include providers of services in the areas of mental health, social services, housing, child care, residential treatment, family support services, substance abuse prevention, and teen parenting. The agencies range from affiliates of national youth-serving

agencies, such as Girls, Incorporated and Boys and Girls Clubs, to community-based and religious organizations and government agencies.

Funding

One of the major strengths of the JWB is the stable funding base it has enjoyed, thanks to local tax payers, since 1945. In 1990, JWB had almost $20 million in revenues, with the vast majority of that coming from local property taxes ($12.2 million), and intergovernmental funds ($6.7 million). Of this, about $17.5 million was disbursed into Children's Program Services (the substantive work of the Board), with the remainder going to administration and other operating expenses.

The voter-approved increase in the taxing authority cap from .5 mill to 1 mill will generate an estimated additional $11.2 million by 1995/1996. The current plan is to focus these funds in three areas: providing appropriate, affordable child care; fighting crime and substance abuse; and, building stronger families. Revenue from the .5-mill cap will continue to fund services according to existing guidelines.

Reach

In 1989-90, the JWB served 75,866 children, 94,679 adults, and 30,442 families. This large number of adults served is in part due to the extensive training provided to citizens from throughout the community. An estimated 10,000 to 11,000 local program and agency staff members are trained each year. The Board estimates that these numbers will increase dramatically in light of increased tax dollars.

Implementation

Having been in place for over 45 years, the JWB is certainly well into the implementation phase. While the funding of local programs and agencies continues to be the main focus of the Board, over time it has taken on more responsibility in the area of planning and advocacy. The JWB's Executive Director admits that local neighborhood involvement and development has not

been a strength of the Board in the past, and new efforts are being made to augment its work in that area. Further, the dramatic increase in tax revenues that will occur over the next several years will allow the Board to expand in new directions. As mentioned above, this expansion will be focused primarily on intensive growth in three specific substantive areas.

Inclusiveness

As described above, the JWB was developed through the efforts of local government and the voters of the county (state approval of the local law sanctioned the action). The leadership of Judge Lincoln Bogue was critical, as was the fact that community-based organizations were included at an early stage in order to provide input and direction. During the planning phase, community leaders and community agencies became increasingly important in assisting the Board, which consists of public officials and community representatives. Currently, in the implementation phase, the JWB is very inclusive, both funding and receiving input from community agencies and individuals. The Youth Service Advisory Committees play a critical role in capturing this community input, and the JWB's involvement in I-COPE strengthens connections that assist all participating agencies. One weakness that was mentioned by several individuals, however, was the JWB's need to improve its connection with and direct involvement of youth, the minority communities, and small, informal grass roots programs. Making inroads in all three of these areas was listed as a priority by the Board and staff.

Identified Strengths

Research and Program Evaluation

This is a very strong component of the overall operation of the JWB, and in fact is one of the things that clearly sets the JWB apart from other community youth initiatives. Members of the research staff serve several functions. First, they collect, compile, and analyze data on children's needs, outcomes, and services. Local, state, and national data are collected, although the focus is clearly on local data. This information is made available to anyone in the community who is interested, and also is fed into the other research functions of the Board. A

social indicator report is published several times per year, generally using this data to focus on a particular problem or need within the community. Research staff use this data and other information in developing local demonstration projects designed to test out new ideas within the county. These projects can either lead to a new funding priority, or the abandonment of an idea that did not work as well as expected.

The program evaluation aspect of the Board's work is also very impressive. In exchange for receiving JWB funding, every funded agency must develop a detailed set of outcome objectives and agree to measure its progress toward these objectives. Each funded program or agency is also assigned a monitor/evaluator from the staff of the JWB, who regularly visits each program. Continued funding is contingent on making successful progress toward the program's stated goals and objectives.

Training and Other Community Resources

The JWB trains an estimated 10,000 to 11,000 local program and agency staff each year. Over 150 training sessions are conducted annually on a wide variety of topics, and most are geared toward professionals in the field. In addition, the JWB staffs a comprehensive library on family, children, and youth issues. The library is open to the public, and is used as a resource by many throughout the community, including the school district and local programs.

The Variety of Roles Played by JWB

The JWB has succeeded in playing a number of roles within the children and youth services community in Pinellas County. Roles include:

- funder of local agencies and programs;
- planner of programs and strategies to meet the needs of children;
- assessor of community needs;
- program developer, to meet needs not otherwise being met;
- convener of all sectors of the community on children's issues; and,
- advocate for children and their families.

Impact on Programs

According to local program directors and service providers, the JWB has done more for programs than merely provide funding. First, the JWB has been successful in enabling a number of programs to get started and begin to develop. While the JWB is not a service provider, it does provide extra support and direction when a program is in its early phases. Second, the JWB has enabled existing programs to improve their services. Each program manager, in addition to evaluating the program, provides input and suggestions that are often helpful in improving the services offered. Further, the provision of additional resources has also resulted in an improved program in some cases by enabling an agency to lower its ratio of children to adults. Finally, the JWB has enabled existing programs to expand beyond their current levels of service. This has been done most recently through the Waiting List Initiative, an effort to provide additional resources to targeted programs to allow them to serve children currently on their waiting lists.

Strength of an Individual

As is true of most of the strong community youth initiatives considered, a good number of the community people we talked with credited much of the JWB's current success to the work of one individual -- in this case, the JWB's Executive Director James Mills. While the Board has been in existence for over 45 years, most people agreed that great strides have been made under Mills' leadership. Specifically, he is credited with increasing program accountability, and making the work of the Board more inclusive.

Provide Focal Point for Youth

Many within the community see the fact that the JWB is the clear focal point for youth in the county as both a prerequisite for and an outgrowth of the Board's success. Very little goes on within the county having to do with children and youth without the involvement in one form or another of the JWB. And despite the fact that the JWB is a public agency, it also serves as the main child advocate in the county. The combination of these two characteristics -- the main

informational focal point and the major advocate for children -- provides a successful mechanism for mobilizing the community around children and youth issues.

Local Control

Even with the current economic conditions, residents of Pinellas County recently voted by a two to one margin to double their tax contribution to the JWB. In addition to the excellent reputation the Board has developed over the last 45 years, many attribute this overwhelming support to the fact that the Board is an exercise of local control over tax dollars. The fact that the money is raised locally, decisions are made locally, and local children are helped is appealing to people, and this support of the community ultimately contributes to the success of the effort.

Long-term Commitment

Because of the stability of its funding, the JWB has been able to make a long-term commitment to the needs of children and families in Pinellas County. Thus, the Board itself has not had to rely on quick-fix solutions, and has been able to indulge in the luxury of concepts such as local demonstration research projects, and issues including early childhood development. This long-term strategy has also trickled down to the local program level. After a program's first year of funding, it is then shifted to a continuing funding category, within which it generally will receive ongoing funding for as long as it continues to comply with the terms of its contract and the services meet an identified community need. Thus, programs do not have to be concerned with constantly struggling for funds, and can also put their efforts into longer-term programmatic efforts.

Breadth of Sanction

Mills claims that the breadth of sanction of the Board is an important contributor to its success. Since its mandate is broad, the Board is free to do what it feels is necessary in order to meet the needs of the children of the county. This flexibility has resulted in empowerment of

the Board and the staff, and has led to creativity and a greater responsiveness to the community.

Breadth of Focus

The focus of the Board, which has broadened over time to move beyond treatment to include prevention and development, has fit very compatibly with the Board's broad sanction. Thus, the JWB's mission has compelled it to use all of the flexibility and creativity it was allowed.

Challenges for the Future

While the Juvenile Welfare Board has been enormously successful and is lauded as a model of what local government can do to improve the lives of its children and families, individuals associated with the Board suggested ways in which it could strengthen its work. Their suggestions are summarized below.

Reaching Out to New Communities

Progress has been made in this area in recent years, but it is still a need and a priority for the board. Specifically, more grass roots programs which may lack the "sophistication" to respond to an RFP and to draft a proposal, could be targeted and assisted. Additional programs that better address the needs of minority children and youth could be identified and supported. Finally, youth and community input in all aspects of the Board's work could be improved.

Achieving and Demonstrating Success

The JWB has greatly expanded the amount of money available for services for children in Pinellas County, and has expanded, improved, and strengthened the services available for children. Despite its efforts, however, the Board has not been successful at reducing the rates of many of the youth problems it initially set out to address. Many factors contribute to this, including the rapid growth of the county, the impact of institutional policies and decisions which

lie beyond the scope of the JWB, and the reality of attempting to affect these indicators in the light of all the complex social factors that influence children and families. The JWB has recognized this difficulty in recent years, and has responded by, among other things, focusing on programs' progress toward obtainable objectives, rather than difficult-to-influence outcome measures. This recognition has also led to an increased emphasis on community planning, advocacy, and policy work, as it has become apparent that services alone cannot solve the problems.

Programmatic Shift

The difficulty of obtaining and demonstrating success has also led to a programmatic shift. The Board's funding priorities suggest a shift away from smaller programs and toward higher impact, more complex strategies. This trend is accompanied by a shift away from categorical efforts, and toward more comprehensive approaches. In accordance with the Board's belief in local involvement and control, it will be putting more energy into local neighborhood development strategies. Finally, the additional funds generated by the recent increase in millage will be concentrated in three broad categories, two of which have a strong developmental focus, and all three suggesting a long-term commitment.

MINNEAPOLIS YOUTH COORDINATING BOARD

The Minneapolis Youth Coordinating Board (YCB) is an inter-governmental organization which serves to enhance and promote the healthy, comprehensive development of Minneapolis youth through collaborative action. The Coordinating Board was established in 1986 at the initiative of Minneapolis Mayor Donald Fraser, through a state-authorized, joint-powers agreement between the City, Board of Education, Park and Recreation Board, Public Library Board, and the Hennepin County Board of Commissioners.

The genesis of the Coordinating Board dates back to the early 1980s. At that time, several significant events occurred that influenced the development of the Board. First, Donald Fraser, a very popular local ex-Congressman, returned to Minneapolis and was elected Mayor. Shortly thereafter, Mayor Fraser and Richard Green, superintendent of schools in Minneapolis at that time, began to discuss the difficulty the school system was having in addressing the broad array of needs of city children. Their focus on the issues facing youth led to the development of several city-wide groups focusing on youth issues. While these groups helped build momentum, it was not until 1986, when the Mayor announced that the community would be making a 20-year commitment to children, that the idea was born to establish a Board to coordinate the activities of all of the elected bodies in the city affecting children.

The YCB was created for an initial five-year period through 1991, and all of the participating bodies of government (except the County) have extended the agreement until 1996. Initially the Board struggled to define a role for itself -- expectations and "turf" anxieties ran high. The YCB quickly made an impact by forging working relationships on diverse issues such as early childhood development, school-based clinics, and street gangs. Its initial coalition building approach, involving government and community agencies, proved effective and many collaborative projects were launched. The Board currently sees its major functions as that of advocate, developer, and catalyst for collaborative planning and implementation of comprehensive systems and services for children and youth.

Description of Initiative

Goals

The goals of the Board, as defined in a 1990 report presented by the Youth Coordinating Board to the Minneapolis Board of Education, are as follows:

- to improve the ability of public agencies to promote the health, safety, education and development of the community's children and youth;
- to create an organizational structure to improve coordination and cooperation among youth-serving agencies and local governmental bodies; and,
- to identify and remedy conditions which hinder or prevent the community's youth from becoming healthy, productive members of society.

Structure

The Board is governed by a 12-member board of elected officials:

- Mayor of Minneapolis
- Two Minneapolis City Council Members
- Two School Board Members
- Two County Commissioners
- Park Board Commissioner
- Library Board Member
- Chief Judge of County District Court, Juvenile Division
- Chairs of Minneapolis delegation to Minnesota House and State Senate

From this group, an Executive Committee of three members is elected. The Board meets monthly, and the Executive Committee as needed.

In reality, the structure of the YCB operates on two levels. Officially, the YCB is a formal Board comprised of elected officials who meet together on a regular basis. Since each member of the YCB holds a position of leadership with decision-making authority, decisions made by the YCB can have a structural impact much broader than within the 12-member Board. For example, since School Board and City Council members actually represent those bodies on the Board, a YCB initiative or activity can greatly influence the way in which those two bodies function. While representatives to the YCB clearly do not have the absolute authority to make

decisions for the bodies they represent, YCB efforts have been successful at influencing the policies, staffing, and funding committed by member bodies to children and youth issues.

The second level of structure relevant to the YCB pertains not to the members of the official Board, but rather to the staffing of the initiative. The core staff of the YCB consists of an Executive Director, an Associate Director for Administration, and a secretary. Since the initiative's inception, however, the size of the staff has fluctuated with the presence of additional projects, the availability of special funds for temporary positions, and loaned staff from partner agencies. Currently, in addition to the core staff, the YCB has added a Director of Communications to focus on improving the Board's communication strategies and documents.

One final structural distinction is that between the Youth Coordinating Board and the Way to Grow Initiative. Way to Grow is defined by the YCB as a "system" designed to promote school readiness by organizing and coordinating a continuum of neighborhood-based services that support, assist, and involve all Minneapolis families in meeting the developmental needs of their children from conception through age five. Way to Grow was initiated and is managed by the YCB, essentially to add a service delivery and community organizing component to the United Way's nationally recognized Success By Six public education model. Way to Grow is viewed by the YCB as a subsidiary, but because of its focus it functions as a separate entity. The initiative has its own staff of six, including a director and two community organizers, and has its own management board which include members of the YCB. The program activities of the initiative are carried out through contracts with "community cooperatives."

Strategies

The Youth Coordinating Board employs the following strategies in working to achieve its goals.

- Improve the service delivery system for children and families by providing a forum for local elected officials to plan, strategize, and develop policies and programs collaboratively.

- Influence the policy development of each represented elected body through increased information and resources.

- Raise awareness about and advocate for youth issues through a long-term community-wide planning and visioning process.

- Increase funding for children and youth programs and services by requiring a commitment from participating members, and by brokering additional funds from public and private sources.

- Mobilize youth participation and involvement in the community.

- Serve as an organizer of last resort for programs or issues that no one has jurisdiction over or chooses to take leadership on.

- Structure operating agreements between public and private organizations which result in mutually desired outcomes.

- Provide an avenue of communication and cooperation between local community-based programs and local elected officials.

- Attempt to form the basis for a shared core of values and ideals, and encourage local government and organizations to adopt these values and integrate them within their work.

Comprehensiveness

The Youth Coordinating Board focuses its efforts on all children from ages 0-22, and has achieved success in areas affecting children throughout this age range and across a variety of substantive issues. The comprehensive nature of the initiative is perhaps best illustrated by looking at it in three ways:

Substantive Focus. Throughout its history, the YCB has focused on a variety of youth development issues, including gangs, adolescent pregnancy, youth employment, Head Start, and other early childhood education efforts.

Age Range. Initially, a great deal of the focus of the YCB was on expanding services for and dealing with problems affecting adolescents in the community, with two of its most visible roles being taking leadership on the gang issue early in its history, and coordinating the Summer Youth Initiative Program in 1989. While adolescent issues are still addressed, the Way to Grow initiative has allowed the YCB to expand its focus in the early childhood development area.

Development Focus. The strong youth development focus at the core of the efforts of the YCB ensures that the process is an inclusive one by requiring that the entire age range is addressed and by promoting a more generic positive developmental approach rather than focusing on individual youth problems. A strong example of this focus is The City's Children: 2007, a vision-based, 20-year strategic planning process initiated several years ago by the YCB to provide a context for all of the youth development activities within the city. The initiative brought in individuals from all sectors of the community to plan for the future of its children.

Funding

The five sponsoring units of government provide $150,000 for basic staffing and operating costs, and additional funding for specific projects is provided by other public and private agencies. It is difficult to assess the extent or classification of these additional sources of revenue, since they are generated on a project-by-project basis, as needed. While the members and staff of the YCB will regularly embark on these fund raising efforts, the results when successful are generally an additional contribution of dollars from an individual public or private entity, and are not necessarily reflected in an increase in the YCB budget. While the YCB does have a supplemental budget through which some of these additional sources flow, much of the additional funding secured by the YCB remains within the budgets of the contributing agencies or flows directly into services.

Perhaps an example will help to clarify this dynamic. As the summer of 1989 approached, there was a common concern throughout the community that a lack of constructive opportunities for youth during the summer months could result in a crisis situation. In response to this concern, the YCB generated $1 million in expanded resources for summer school, employment and social/recreational programming affecting 13,000 youth through 53 partner agencies. While the YCB was instrumental in securing these resources, very little of it was reflected in the YCB supplemental budget.

Reach

Since the Youth Coordinating Board is not a direct service provider or a direct funder of local programs, it is somewhat difficult to measure the number of children and families who are directly affected by it. Formally, the Board's reach extends to the elected officials who sit on it, and therefore to their constituents throughout the city. Informally, the Board plays the role of "air traffic controller," attempting both to work with and service over 300 discrete youth-serving agencies with over 1000 programs, and to monitor the more than $300 million of public funding that is spent on social services for children and families. Perhaps most notable is the impact the YCB has had on the restructuring of public programs and bureaucratic values held by its organizational partners.

Implementation

The YCB has been in existence for over six years, and from a formal structural perspective it has reached full maturity. There are no current plans to expand the membership or staff of the Board, or to significantly change the function of either. On a more informal level, the staff of the YCB does hope to strengthen its communication capacity, particularly with mid-level managers in public and private agencies, and has recently hired a full-time Director of Communications. Further, the staff hopes to expand its community organizing capacity, with the Way to Grow and Minneapolis Youth Organization initiatives as primary strategies. Consumers have and will continue to significantly shape the future of the YCB's work.

Inclusiveness

The formal structure of the Youth Coordinating Board ensures that it is inclusive of all elected bodies within the city affecting children and families. While there was no formal mandate to do so, the staff of the YCB has been very successful at reaching out to the community and including the input of community members and community-based agencies. Still, the YCB nits to needing to strengthen its inclusiveness in two areas: youth and managers within agencies While the Minneapolis Youth Organization has achieved success in

involving young people in public policy and program formation, overall efforts throughout the city could be strengthened. The city was able to attain a phenomenally high voter turnout rate for a recent Youth Vote concerning School Board member selection and other youth issues, but youth involvement in the City's Children: 2007 Initiative was very difficult to effect.

Second, while the staff of the YCB feels that it has been quite successful reaching out to both the elected officials who sit on the Board and the clients who receive youth and family services in the city, they acknowledge the desire to increase communication with directors and staff of community-based programs and managers within each of the governmental agencies represented by the Board. The small size of the YCB staff, and persistent turf battles have made this difficult to achieve, but the staff of the Board feels that strengthened relationships with these individuals could only serve to increase the success of the overall effort.

Identified Strengths

Relationships

Most of those who spoke of the success of the Minneapolis Youth Coordinating Board referred to the importance of the relationships developed among Board members, between Board members and the staff of the YCB, and between the members and staff of the YCB and individuals and agencies from the community. Most of what the Board attempts to accomplish is brought about through personal decisions at one level or another, and therefore personal relationships can often play a critical role. The relationships most often noted were those maintained by Richard Mammen, the Executive Director of the Youth Coordinating Board, with both the Board members and the local community. Of particular importance are his close connections to the community, which allow the YCB to reach beyond its formal mandate. Prior to becoming Executive Director of the YCB, he worked for many years in the youth-serving field in Minneapolis, and his ability to draw upon the former relationships and to develop new ones has been critical.

Leadership

The leadership of Minneapolis Mayor Donald Fraser and YCB Executive Director Richard Mammen was cited as a critical component of the success of the YCB. Thus, while people do have faith in the structure of the YCB, many felt that it was the leadership of these two individuals that has allowed the YCB to maintain a high level of credibility within the community, and therefore garner the support necessary to create the change it has been able to achieve.

Willingness to Tackle Difficult Issues

The YCB's willingness to tackle difficult issues has also enhanced its credibility, and has in some instances provided an advocate in areas that would otherwise have none. For example, one of the first issues addressed by the YCB was the growing problem of gangs in the city. Through providing a forum for debate and generally playing a leadership role on this issue, the YCB has been instrumental in opening up a much broader dialogue throughout the community. The YCB is thus seen as an advocate for all children, not just those who may seem more attractive or easier to work with.

Structure

Clearly, the structure of the YCB as a body comprised solely of elected officials has made communication with the community and inclusiveness more complicated. Most of those interviewed for this study, however, suggested that despite the limitations of such a structure, the benefits have greatly outweighed the drawbacks. The creation of an interagency body of elected officials has put pressure on the elected officials to respond to the needs of children. It has resulted in a body that is representative of the community and whose accountability is constantly before the voters for review. It has created a focal point for elected officials within the community to channel their energies for working on youth issues. Finally, it has created a supportive but competitive environment within which elected officials attempt to earn the respect of their peers and the support of their constituents by being responsive to the needs of children.

It was also stressed, however, that the success of the formal structure of the YCB has been at least partially dependent on the success of the informal structure and function served by the staff. The limitations of a Board exclusive of direct community input have been minimized by the efforts of the staff to reach out into the community.

Community Attitude

Many talked about a variety of characteristics of Minneapolis as a community that they felt were critical to the success of the YCB, including:

- the belief that Minneapolis can do what other cities cannot do;
- a social memory and a history that stresses that Minneapolis residents are expected to have a high quality of life and to strive to improve conditions;
- a strong value of the importance of children and of making sure that the needs of children are met; and,
- a diversified economy, with a great number of the major industries built by families who stressed the importance of family values.

Mission and Value Driven

In discussing the success of the YCB, many spoke of the importance of the fact that the YCB has focused on values and mission rather than exclusively on programs or products. Thus, by attempting to raise awareness of youth issues consciously and create a common value base, the groundwork is laid for a wide variety of efforts improving the lives of children and families. By creating a context for understanding the direction in which the community is moving, the YCB has achieved success on two fronts. First, the context lessens community opposition to YCB efforts because it enables the community to understand its motives and see the "big picture." Second, it strengthens the possibility of the success of the initiative by ensuring that a series of disconnected efforts is avoided.

Long-term Plan

The primary vehicle used by the YCB for creating a common value base and plan for children was City's Children: 2007, a strategic planning process through which the YCB engaged the community in the creation of a 20-year plan for children. The process brought together 90 people selected from the public, private, and community sectors through an application process. Individuals were divided into groups to think about issues as they affect children at various age levels. The process took more than eight months of regular meetings, and the YCB provided a mediator for each group. While youth involvement was very minimal and follow-up to the process has been limited, most agree that the initiative did accomplish a great deal in elevating the importance of youth and in articulating a common value base from which youth issues are now discussed.

Variety of Roles

Much of the success of the YCB has been attributed to the fact that it is able to simultaneously play a variety of roles within the community. Formally, the YCB provides an opportunity for dialogue between elected officials, and increases the ease with which the elected officials and the bodies they represent can interact and coordinate activities. The YCB serves a variety of additional functions, including:

- organizer of last resort for programs or issues that no one has jurisdiction over or interest in;
- informal "overseer" for more than 300 youth-serving agencies with over 1000 programs, and more than $300 million of city funding to social services;
- fundraiser for special projects;
- advocate for children within both the public and private sectors;
- facilitator within a variety of contexts, particularly when someone viewed as a neutral party is needed; and,
- informal "deal-maker" with the ability to create agreements and arrangements that benefit children and would not otherwise be made.

Creation of a Community Focal Point

The creation of the YCB has resulted in the development of a visible community focal point for children and youth issues. This has led to benefits in two ways. First, it has naturally led to greater coordination on youth issues, and has enabled the city to have a more complete understanding of how all of the pieces put in place to support children fit or fail to fit together. Second, the centralization of focus on the YCB has allowed individual players within the community to take risks and attempt innovations that would not have been possible otherwise.

Way to Grow

Many people point to the Way to Grow Initiative as a critical component of YCB's success. Way to Grow has made the work of the YCB more tangible than ever, and represents an important step in institutionalizing many of the lessons about coordination and relationship building that the YCB has stood for. Thus, the general belief is that the Way to Grow project will most certainly endure, and in doing so, will ensure that the YCB's philosophy endures regardless of future changes in political leadership.

Changed the Way Players Think and Operate

A final critical component suggested by several respondents was the effect that the YCB has had upon individual bodies represented on it. The point made by those who spoke to this topic is that by focusing not just on collaborative efforts but also on actually changing the way in which member agencies function, the YCB has made strides in insuring at least some level of institutionalization of its philosophy. Three examples of success in this area are the school system's increased attention to early childhood education, the city's increased recognition that it can play a critical role in the development of its children, and the re-positioning of the Park Board as a primary neighborhood resource for youth programming and social services. Thus, beyond collaboration, three important bodies of city government have changed the way in which they approach youth and youth issues.

Challenges for the Future

Increased Involvement of Managers

As mentioned above, the staff of the YCB believes it has had more success at reaching both the high level policy-makers and the actual clients served than it has at reaching program directors and managers within public agencies. The staff attribute this to the small budget and staff of the YCB, as well as an impatience with bureaucratic stagnation. While good relationships do currently exist, a lack of time for more activity in this area is frustrating in that it is these individuals who exert the most control on program implementation. The YCB, to some degree, has changed the rules by which both public and private youth-serving agencies operate, and without maximum involvement of managers, has created a slight degree of disenfranchisement. Thus, one of the main concerns of the strengthened communication effort of the YCB will be to encourage the sustained involvement of these individuals, and broader ownership of collaborative activities.

Sustaining Impact of Long-term Plan

While the City's Children: 2007 project has been successful in focusing attention on the needs of children and beginning the process of developing a common value base, lack of funds have prevented the YCB from mounting an aggressive follow-up. It is hoped that resources can be allocated to allow the YCB to actually monitor an implementation and documentation phase flowing from the action steps within the City's Children plan.

Communication

By hiring a Director of Communications, the YCB has recognized the need to increase its attention on documenting and communicating its efforts. Respondents suggested that communication strategies are needed in two areas: first, to increase communication with and the involvement of the managers and line workers who are actually working with children and/or implementing decisions made by the Board; and, to increase communication with elected officials who do not sit on the Board. This latter need responds to some resentment that

occasionally is felt by non-Board member elected officials who sometimes feel excluded from the youth policy formulation process. Their impression is that at times the YCB thoroughly debates proposals, and by the time the proposals are returned to the individual elected bodies, it is not for debate but simply for a vote. The staff of the YCB hope to decrease this resentment by spending more time educating other elected officials, possibly through briefings or other formal procedures. Lastly, the YCB has achieved a high profile nationally which results in many inquiries about its activities. While responding to inquiries is time consuming, resources are currently being sought to efficiently communicate with other cities.

County Involvement

Of all of the members of the YCB, the County Board of Commissioners seems to have been least influenced. In fact, although they do continue to participate in the process and send representatives to the YCB, the County is the only body that did not agree to formally re-sign the agreement between the agencies when the original agreement expired in 1990. Several reasons were suggested for this, including the city's increased role in service areas traditionally thought to be under the auspices of the county, and strong personality conflicts between city and county political leadership. Regardless of the reasons, it is expected that the overall success of the initiative will be maximized if the county's commitment can be strengthened. A new "Learner Readiness" initiative led by the County, United Way, school district and the YCB provides a strong opportunity for increased County Board participation.

Youth Involvement

Youth involvement was identified as an area requiring additional energy. The YCB has sponsored the Minneapolis Youth Organization, a project that attempts to involve young people in public policy and program formation, service activities, and recognition, for several years. The YCB's development of a downtown youth center, neighborhood youth service corps, youth vote and economic access strategies all are driven by youth leadership. Nevertheless, the YCB recognizes the need for greater youth involvement. Having identified this as an issue to

address, the staff of the YCB will be working with its six youth interns to implement strategies to increase youth involvement.

Staff of the YCB recognize that asking youth to "sit at the same table" with elected and program leadership is often intimidating and unproductive. Youth involvement in City's Children: 2007 project was not successful because of dominant adult culture, language and scheduling. The YCB's approach will be to set a "separate table" for youth from which they can independently voice their concerns and recommend solutions.

THE CHICAGO CLUSTER INITIATIVE OF CHICAGO, ILLINOIS

The Chicago Cluster Initiative emerged from discussions among a group of leaders in the public, private, and non-profit sectors during 1989. These individuals aimed to alter the patterns of school drop-out and failure among disadvantaged inner-city children which threaten to make permanent the impoverishment of some of Chicago's neighborhoods. The result is a cooperative partnership between nine Chicago-based public and not-for-profit agencies. Leaders of these agencies sit as the governing Board of Trustees for the Cluster Initiative. They are committed to joint action for the purpose of achieving the Cluster Initiative's goals by an official Inter-Agency Agreement.

The premise of the Cluster Initiative is that greater educational achievement and life success can be accomplished by taking a comprehensive approach, understanding that family, housing, neighborhood, school, recreational, and employment opportunities all interact in child and youth development. The effort builds on three major themes: education, inter-institutional dynamics, and community organization. The Cluster Initiative founders are committed to the belief that children need an educational process that transcends normal barriers which they face in and out of school. Practically, this belief is translated into commitments to redeploy existing educational and public services in a more efficient, coordinated way and to engage principals and community leaders in an active process of school reform.

As conceived, the Cluster Initiative is to be implemented at four sites in Chicago over the next five years, after which time, it is hoped that the Initiative will be replicated throughout the city. To date, the Cluster Initiative has begun implementation in one of its four designated sites -- DuSable High School and the local elementary and middle schools which feed into it.

The four Cluster Initiative sites are located in communities that have pressing needs. The populations of the schools vary with each Cluster site. For example, one is about 50% Black, 50% Hispanic while another is nearly 100% Black. All the Cluster Initiative sites are in neighborhoods with high rates of poverty and related consequences. Two of the four Cluster sites serve students from some of Chicago's largest public housing projects. DuSable, the active Cluster site, serves the residents of the Robert Taylor homes.

Because the sites chosen by the Cluster Initiative are in areas of substantial need, it is not surprising that two of the Cluster Initiative sites are also sites for the Children, Youth, and Families Initiative of the Chicago Community Trust. This initiative was established in 1991 to foster improvement in Chicago children's service system so that it is more comprehensive, better integrated, community-based, and responsive to the needs of all families, and particularly sensitive to those with special needs. The Trust is prepared to invest as much as $30 million in the Children, Youth and Families Initiative over the next nine years.

Since the Trust Initiative seeks to support the creation of better integrated services for children, youth, and their families, the Trust expects to develop cooperative partnerships with government agencies as well as other foundations and corporations toward this goal. This emphasis on partnerships and collaborations could prove to be useful for the two Cluster Initiative sites where the Trust Initiative sites also exist. The two sites could collaborate to effectively and resourcefully meet the needs of the children, youth, and families at the specific sites without experiencing significant overlap, thereby avoiding waste. Furthermore, the presence of the Trust Initiative could prove to be quite powerful for the Cluster Initiative sites as they seek to gain leverage and momentum.

Description of Initiative

Goals

The Cluster Initiative was designed with the goal of improving the quality of education for children saddled with the double burden of a beleaguered neighborhood and beleaguered schools. In its literature, the Cluster Initiatives goals are listed as follows:

- Help both public and private agencies focus on education as a single top priority;
- Revitalize neighborhoods once written off as hopeless;
- Encourage collaboration among agencies;
- Coordinate resources;
- Involve the community in change and renewal;
- Help students and parents develop a genuine stake in their school, and
- Establish and expect academic excellence.

Another integral component of the Cluster Initiative's goals is to guarantee children and youth the best options for higher education and careers upon completion of their post-secondary education. The Cluster Initiative's most instrumental leaders -- Vince Lane, Chairman of The Chicago Housing Authority, Robert Penn, General Superintendent of the Chicago Park District, and Martin Koldyke, founder and Chairman of the Board of the Golden Apple Foundation and recently appointed Chair of the School Finance Authority -- explain the goal in more visionary terms. Each sees the Cluster Initiative as a way to demonstrate commitment and offer tangible hope to the children and families most often neglected by public systems and private enterprises. Each talks about the need to make something happen for these young people. For Koldyke, the ultimate goal is to increase the number of Cluster students who graduate from high school and enroll in college or obtain good jobs. For Penn, the ultimate goal is to eliminate the bureaucratic barriers within and among institutions so that young people are the focal point of services decisions. For Lane, the goal is to give poor children and families what they need to lead a "normal life." This phrase translates into assurances of safety, education, engaging activities, and jobs.

Structure

The Chicago Cluster Initiative is a non-profit organization whose Board of Trustees is made up of leaders from public and not-for-profit agencies. They include:

- Vince Lane, Chairman of The Chicago Housing Authority
- Robert Penn, General Superintendent of The Chicago Park District
- Ted Kimbrough, General Superintendent of Schools
- Bill Sampson, Executive Director of Chicago United, a consortium of business leaders who have made a commitment to education and social change
- James Compton, President and CEO of the Chicago Urban League
- Leroy Martin, Superintendent of the Chicago Police Department
- Jacqueline Vaughn, President of the Chicago Teacher Union
- Martin Koldyke, businessman, founder and COB of The Golden Apple Foundation, Chair of the Chicago School Finance Authority
- Danny Solis, Executive Director of the United Neighborhood Organization, an Hispanic community action organization
- Len Dominguez, Deputy Mayor for Education.

The Cluster Initiative's Board of Trustees functions much like a corporate board. The Board decides which proposals to fund from among those presented in the Local Cluster Councils' plans. The individual members of the Board of Trustees redirect the resources of their agencies in order to achieve the goals identified in the local plans. This is significant because the Board members then act to implement the goals of the Cluster within their own agencies. Finally, the Board of Trustees is responsible for the hiring and firing of the CEO.

The central staff of the Cluster Initiative includes: Greg Darnieder, Chief Executive Officer, who oversees the project and acts as the liaison between the local Cluster Councils and the Board of Trustees; an interagency staff person to work with the Board of Trustees, their respective agencies, and other public/private agencies; and a coordinator and support staff for each Cluster site.

As planned, however, the Cluster's central organizing component is the Local Cluster Council. Each of the four designated high schools and its feeder elementary and middle schools is to have a Local Cluster Council. In order for a site to officially join the Cluster Initiative, participation must be approved by the Local School Council. Every school in Chicago must have a Local School Council. Essentially, the Local School Councils function as local school boards. Parents, teachers, and general representatives from the community are elected to serve on them. They are the outgrowth of the 1988 educational reform effort in Chicago, which was designed to loosen local school boards from the control of teachers and administrators and open them up to community-wide participation. Once approved, a Cluster staff coordinator then helps local sites to establish their own Local Cluster Council.

The Local Cluster Councils are attempts to reach out to the entire community and bring together its various resources for the purpose of action. The members of the Local Cluster Councils are recommended, not elected. In DuSable, the members include teachers, principals, ministers, different service providers, and other community leaders as well as tenant representatives from Chicago Housing Authority buildings, local governmental staff, and businesspersons. Vital to the Cluster Initiative is a commitment to the idea that anyone who wants to get involved with the Local Cluster Council can do so.

Each Local Cluster Council will develop its own plan and will have its own coordinator to help in the planning, design and implementation. The Local Cluster Councils' authority to implement programs is limited only by the amount of resources available. To implement programs in the schools or affect educational policy, the Local Cluster Councils must gain the approval of the Local School Councils.

Progress

The Cluster Initiative is still in the beginning stages of process and planning. Greg Darnieder, CEO, was recently hired in May of 1992. Darnieder is the fcunder and former Director of C.Y.C.L.E., a non-profit, community-based organization, whose mission is educational enrichment and excellence. Board members and foundation staff alike feel that having a CEO with a direct service background is crucial to the initiative's success. With the CEO in place, there is a general feeling that the Board members will recede from the planning and operation of the Initiative. Darnieder will be instrumental in facilitating the development of strong school and community planning. Both the composition and function of the Board are changing as the Initiative moves from the planning to implementation stage, and new Board members are being added as the current members recruit key people to strengthen the Board's resource base.

The Local Cluster Councils, the backbone of the Cluster Initiative as it was first conceived, are not entirely in place. In three of the four sites, the Councils have not been formed. In DuSable, the Council exists but its function is indistinct. In the DuSable Cluster, where collaboration among principals actually predates the formal inauguration of the Cluster Initiative, the principals have mixed feelings about the role of the Cluster Council. Because they already have to report to the Local School Councils, they are not anxious to add another layer of bureaucracy. The form and function of the Cluster Councils are very much in the planning stages as Darnieder and staff attempt to assess applicability of the proposed structure to the needs of the schools and the communities.

Strategies

The Cluster Initiative aims to solve the "intractable" problems that youth face today through "a shared responsibility among public and not-for-profit agencies." With this partnership established, the Initiative seeks to "develop broadly configured programmatic models."

The focus of many of the Cluster Initiative's programs is educational. Some aspects of the Cluster Initiative's school reform plan involve curriculum while others involve faculty development and recruiting new teachers and still others concern attendance rates. (The initial priority of the DuSable school is improving attendance.)

The Board of Trustees will also serve as the broker for an educational model, should a site seek to develop one. At DuSable, the Co-operative Learning Model has been adopted. A major doctrine of this model is that a desired outcome of a program or activity must be stated at the beginning. The DuSable Cluster wants to get teachers involved with this educational model through after-school programs so that the students can experience it as a continuous feature of their secondary education.

A series of auxiliary programs designed to meet the needs of children and families at the sites will be created around the core of the Cluster Initiative. These programs include setting-up study centers in empty apartments in Chicago Housing Authority buildings and creating after school programs. For these auxiliary programs, resources must be redirected and agencies must focus on the real needs of children. Each local site, guided by the principle of educational excellence, will design its own plan, shaped by its own needs.

In a recent report, the Cluster Initiative identified six integrated strategies to achieve its aim of building public and private resources through collaborative support for the child, the school and the community:

- Guarantee collaborative operations among the feeder schools and the high schools and institutions of higher education on educational, curricular and extracurricular matters as well as issues of importance to children and their families that occur outside of school but nonetheless affect their performance in school.

- Trustee members agencies use their resources to enhance school activities and solve some of the "intractable" problems faced by students, teachers and principals.

- Assist the schools in development and restructuring by introducing educational programs into schools or providing access to programs.

- Infuse schools with new, talented teachers.

- Integrate primary services into the lives of students (for example, Youth Clubs and Little Leagues) and secondary services (for example, clinical help.)

- Permit schools to move from conventional models to creative models designed specifically for their children and their communities.

Funding

The Cluster Initiative received its initial planning grants from the MacArthur Foundation and the Chicago Community Trust. They will continue to help cover the ongoing costs of the Initiative as it moves through implementation at the sites. Presently, the MacArthur Foundation and the Chicago Community Trust have each agreed to two-year commitments to the Cluster Initiative of $175,000 apiece annually. It is expected that they will renew their funding at the conclusion of this period. An increase in the level of their funding depends on the scope of activities included in community strategic plans.

The Board members' respective agencies will meet the remaining costs of the Cluster Initiative, which cover the majority of its budget. These costs are paid for the most part by in-kind services. Of DuSable's 1992 $5.3 million budget (which includes some expenses for the central office), $4.1 million is being provided by the agencies and $1.2 million is being provided by foundations.

The formal Cluster Initiative is projected to last five years. Although the Local Cluster sites are initially funded by the Cluster Initiative, they will progressively assume expanded responsibility for both coordinators' salaries and program operating costs over the five year period. As the Cluster Initiative restricts funding of the Local Cluster it is hoped that the schools

will increasingly see the need for paying the coordinator's salary and other operational costs. If the Local Clusters assume financial responsibility for each site, the Cluster Initiative organization could, at that point, continue to function as an independent non-profit organization, be incorporated into city government, or disband if there is no need for an intermediary coordinating organization.

Reach

When all four sites are in full operation the Cluster Initiative is expected to serve 23,420 students -- approximately 5,000 students per site. All 5th through 12th grade students in the Cluster Initiative site areas are potential beneficiaries of its programs. The Local Cluster site areas include four high schools (DuSable, Farragut, Bowen, and Austin) and their forty feeder schools. It is hoped that the Cluster Initiative model will be replicated throughout the city, with local schools using their own funds to hire a coordinator, and each community designing its own Cluster Council and specific neighborhood plan.

Implementation

To date, activities have begun at one Cluster Initiative site -- DuSable High School and its feeder elementary and middle schools. Project approval by the Farragut site Local School Council is expected in the immediate future. The Board of Trustees has discovered from its work in DuSable that some of its activities were too ambitious for a one-year planning period and that additional strategies should have been viewed as ongoing throughout the life of the project. As a consequence, some activities were deferred and others were begun through planning and early implementation and will be incorporated as part of the ongoing fabric of the program.

Inclusiveness

Any community group with appropriate goals can access and participate in the program initiatives at the Cluster Initiative sites. The basic criteria is a willingness to participate in the

process. There is no formal role for youth established in terms of the development, planning and evaluation of the Local Cluster's plans and programs. At DuSable, youth have been included in a discussion on gang involvement, and they will be involved in helping to design the resulting program. All of the other clusters have indicated a significant interest in incorporating youth into their ongoing Cluster planning and organization.

Identified Strengths

The Cluster Initiative is formally less than one year old and is therefore in the early phases of its developmental process. Thus, while the staff and those associated with the initiative are able to reflect on their progress to this point, the lessons they have learned should probably not be considered the equivalent of the lessons learned by the other two more mature initiatives analyzed. A discussion of their reflections as they struggle through the start-up phase of a complex initiative, however, should still prove instructive to communities considering undertaking a similar process. While the strengths reflected in this section are preliminary, they should provide some insight into steps toward the eventual success of the Cluster Initiative.

Paula Wolf, the acting CEO for the Chicago Cluster Initiative who preceded Damieder, described the Cluster Initiative's major early success as its ability to demonstrate to the public that "people with power and resources are committed to changing the community and claiming it back." This overall summation of the Initiative's early impact was heard repeatedly during site visitation. The strong and vocal commitment of the Board, and in particular Koldyke, the most visible spokesperson, is what appears to be motivating local principals and community leaders to act and to hope. One DuSable principal summed up the early impact of the Cluster Initiative: "We have been paying first class dollars for third class services. The Cluster Initiative gives us a vehicle to better access and use these services." People discussing the Initiative visualize it in a variety of ways: some see it as a way to get parents and community involved in education, some as a way to get jobs to the community, and some as a way to improve services. Whatever the individual vision, two things were clear.

- There is a strong overall feeling that goals can be achieved and that promises will be kept.

- There is an equally clear understanding that what is being offered is not, for the most part, new dollars, but new opportunities to shape the way services are delivered and the way city agencies interact with each other, with neighborhood organizations and agencies, and with local community members.

Importance of Broad-based and High-level Support

As discussed below in more detail, the delay between when the Cluster Initiative was first publicly discussed and when the implementation actually began aroused skepticism and concern within the community. A quick and public show of support from community leaders once the project did get underway, however, helped immediately to alleviate some of this concern. The visible role of the directors of the city's housing and parks and recreation departments, as well as leaders of local corporations, began to ease the minds of local residents. The Cluster Initiative continues to be well supported by high-level officials within city government, by local universities, and by the funding community. This commitment by the funding community has allowed the Initiative's staff to focus on problems other than fundraising.

Freedom to Explore Options

The breadth of the Cluster Initiative's mandate has given the staff freedom to explore a variety of implementation options. The flexibility within the mandate and the support of local officials and funders who are convinced that new solutions are needed have enabled the staff to take their time in planning, and drawing upon the lessons learned from other communities throughout the country who have attempted to achieve similar goals.

Access to Resources

The Cluster Initiative has the benefit of being able to draw upon a number of community resources, both financial and other, in addition to those mentioned above. Because of the local control of school dollars within Chicago, the Cluster Initiative sites could potentially influence the

ways in which a substantial amount of the locally controlled funds, including Chapter I and school desegregation funds, are spent.

Interaction with Other Community Initiatives

As mentioned in the overview, the fact that several other school-related community initiatives are located within the same geographic area as some of the Cluster Initiative sites could prove beneficial to each initiative. This potential is especially promising since each initiative has a slightly different but complementary focus. The United Neighborhood Organization focuses on parent involvement, the Trust's Children, Youth, and Families Initiative focuses on primary services, and the Cluster Initiative focuses on school reform. Thus, if coordination, local decision-making, and turf problems can be avoided, the three initiatives could have a combined strengthening effect.

Areas of Difficulty/Potential Challenges

Like the identified strengths, the difficulties encountered by the Cluster Initiative are preliminary. Therefore, achieving adequate resolution of a difficulty and drawing a subsequent conclusion are less likely than with the other two case studies. Still, as with the strengths, a brief assessment of the challenges facing the Cluster Initiative staff early on could prove helpful for those in even less developed stages of a community initiative, and could provide a reference point for revisiting the initiative once it has progressed further.

Lack of Clarity of Mandate

While the breadth of the initiative's mandate is viewed by staff and those involved with the initiative as a strength, it also presents a challenge. Although a lengthy planning process is universally considered to be a more productive approach than merely replicating a pre-developed model that may or may not be appropriate for a particular community, putting the pieces of an initiative together is a very complex process. This process is perhaps made more difficult by the fact that the community has had high expectations, particularly in the DuSable

area, for several years. It is hoped that with community and Board patience this challenge can be turned into a strength.

Delay in Project Start-up

As discussed above, a significant amount of time passed between the initial public discussions of the initiative and the first programmatic activities. This delay was most significant in the DuSable area, where almost three years passed, resulting in some skepticism and concern throughout the community. This dynamic creates a tension for those involved with the initiative between thorough planning and demonstrating to the community that the initiative will quickly move forward into action steps. The hope is that this tension will dissipate in the coming months as the Cluster sites progress.

Local Implementation Issues

In addition to its newness, the Cluster Initiative differs from the other two case studies in that it much more closely resembles a local service delivery mechanism. Thus, one of its major initial challenges is developing strategies for dealing with local implementation issues. Several of these challenges stand out at this point:

- working out the problems associated with local collaboration, both within the group of people and agencies working at a local Cluster site, and between the Cluster Initiative and the other community initiatives present in the same neighborhoods;
- creating new methods and devices for documenting and evaluating the success of a local collaborative model, beyond the traditional youth outcome measures; and,
- developing strategies for working with existing staff within the Clusters, since the type of approach required by the initiative and the goals it seeks to achieve will most likely demand a different philosophy of working with youth than current staff are accustomed to.

Local Community Buy-in

One major challenge facing the Cluster Initiative is increasing community involvement and buy-in. According to Darnieder, the method used in selecting the Cluster Initiative sites has probably led to some of this difficulty. Rather than using an RFP or similar application process requiring buy-in or an expression of intent as a critical component of the selection process, sites were chosen based upon more objective measures suggesting need and geographic, racial, and ethnic balance. While this selection process did ensure to some degree that the initiative would be needed in the sites selected, it did not ensure either that there would be broad-based community support in the selected sites or that the project would be viewed by the community as its own. While communities have since been supportive, and the staff of the Cluster Initiative does not expect this to be an overwhelming challenge, there are currently some signs that the initial tone of non-inclusiveness conveyed by this method of selection may still need addressing. For example, it appears that the school principals could strengthen the inclusiveness in the local planning process, and the local planning councils, a critical component of the project, are also having difficulty getting off the ground.

Interagency Agreements

Raised by some of the board members and confirmed by others when asked, there is a general concern that the momentum generated by the commitment of the top leaders may not be sustained. "The key people may leave," as one person said. "They cannot sustain the personal involvement," said another. The issue of interagency agreements that move the commitments from the personal to the institutional arena is one that various members of the Board are realizing they will have to address.

SECTION III: FINAL ANALYSIS AND LESSONS FOR THE FUTURE

Role Of The Voluntary Sector

As stated earlier, the primary purpose of this study was to conduct an objective assessment of the field of community youth initiatives, hopefully without letting preconceived interests or beliefs interfere. The authors were asked, however, by the Carnegie Task Force that commissioned this report to pay careful attention to two specific issues: any special focus on young adolescents by the case study communities; and, the role played by the voluntary sector in support of the efforts. In regard to the first issue, there is very little to report. While most of the initiatives we considered did have adolescents as a major target group, if not the entire focus, most did not break this adolescent focus into smaller components. In fact, the majority of the initiatives considered have a broad mission that stresses the importance of working with children and youth from birth to adulthood. Early childhood, rather than early adolescence, was really the only age group within the children and youth population that received general special attention, including special efforts by two of the case study communities (Minneapolis and Pinellas County).

There is significantly more to report in regard to the second area of inquiry -- the role of the voluntary sector. The non-profit voluntary sector has a long-standing role in the provision of youth services, particularly primary, community-based youth services such as clubs, troops, after-school programs, and youth centers. Information gathered on community youth initiatives in this study suggests that their role goes well beyond the direct or indirect provision of services to include active service coordination, community-wide planning, and leadership. Three themes emerged regarding the involvement of the voluntary sector in the initiatives we considered.

First, the voluntary sector played a critical role in the initial development of initiatives, and in fact was one of the three most common catalysts (local government and social service agencies were the other two). The United Way serves as a symbol of the voluntary sector in almost every community across the country, and was often very important in this origin phase. For example, the Arlington Human Services Planners initiative is actually a decentralized

planning arm of the United Way of Metropolitan Tarrant County. Yet the United Way is not the only important player in the voluntary sector. Other initiatives were established through the efforts of community-based organizations (Youth Net), and some through the collaborative work of voluntary organizations and public agencies (Marion County Commission on Youth).

In addition to playing a key role in getting initiatives off the ground, the voluntary sector was often influential in shaping their subsequent structure and direction. Several examples of this are provided below in a more detailed discussion of both the Juvenile Welfare Board of Pinellas County and the Minneapolis Youth Coordinating Board. Pinal County Cities in Schools provides another example of the influence that the voluntary sector can play in modifying the direction of an existing initiative. After two years of existence, the Pinal County Prevention Partnership initiative formally dissolved, but the efforts of more than forty community-based organizations allowed a new initiative to reemerge with a different structure but similar goals.

A final and perhaps most obvious role played by the voluntary sector in the initiatives we considered is the role of direct service provider. The specific objective of an initiative's work with the voluntary sector varied across communities. Arlington Human Service Planners and the Youth Net, for example, both have coordination of the services provided by the voluntary sector as a major focus. The Juvenile Welfare Board of Pinellas County is involved in collaboration, but also is the major funder and evaluator of the voluntary sector. The Seattle Youth Involvement Network suggests yet a third focus -- that of an initiative whose goal is to encourage the voluntary sector to expand its services in a particular programmatic area. Regardless of these differences in direction, in virtually all of the communities we looked at, the voluntary sector was targeted as a primary provider of services to youth and families.

More detail can be provided to these summary comments by looking at the three case study initiatives. In Pinellas County, the voluntary sector was a major force behind the development of the JWB. This community involvement, spearheaded by the Junior League and a local community planning group, served three primary functions: it insured that the initiative grew out of the community; it provided the legislative advocacy and public education regarding

the original referendum; and, it offered a vehicle for the channeling of local community concern for children.

This early value of the involvement of non-profit community-based organizations has continued in Pinellas County. Most contracts currently provided by the JWB are with the voluntary sector. In recent years, the JWB's relationship with the United Way has grown even stronger, and this has led to an increased emphasis on joint planning between the JWB and the United Way, and joint programming involving local community based organizations. The most successful example of this is the current effort at replicating the United Way's Success By Six in the county, utilizing the talents of numerous local non-profit organizations. The continuation of this early involvement has even shaped the organizational culture of the JWB. Strong community roots have led the JWB to incorporate what many consider traditional non-profit values, and, according to Mills, have led to the creation of a local governmental entity that "looks and feels very much like what most people wish local government could look and feel like."

The Minneapolis Youth Coordinating Board (YCB) is similar to the JWB in that both are governmental entities, and both attempt to play a youth services coordinating role. One difference between the two, however, that influences the nature of the involvement of the voluntary sector is the YCB's formal limitation of its coordinating function to the public sector. As the primary funder and evaluator of the voluntary sector, the Juvenile Welfare Board finds within its mission the mandate to develop and maintain relationships with the voluntary sector. In Minneapolis, however, the formal structure and function of the YCB suggests that its primary mission is to coordinate the activities of the public bodies that are represented on the board. Once beyond this initial formal distinction, however, it is apparent that the YCB places as much emphasis on the involvement of the voluntary sector as does the JWB, although it accomplishes this in different ways. Much of this involvement comes from the work of the Richard Mammen, the Executive Director of the YCB, who received his prior training in the voluntary sector. Thus, the culture of the YCB staff has in many ways taken on the same feel as the JWB, although in much less of a formal and permanent way.

Perhaps the most permanent accomplishments made by the YCB in increasing the involvement of the voluntary sector in youth services have been the strengthened relationships between some of the public agencies represented on the YCB and local non-profit organizations, and the increased visibility of the voluntary organizations with the public agencies. One strong example of this is the development of Success by Six, a public/private early childhood initiative developed by the United Way of Minneapolis, which has since become a national model. Over the last several years, the YCB has been successful at translating this public education effort into a direct service initiative, and the voluntary sector has been a critical partner. Finally, Mammen makes two important p nts about the success of the YCB and the role of the voluntary sector. First, he claims that the YCB model would not have been as strong if the voluntary sector had been represented on the board. It is his opinion, and that of several of the board members interviewed, that broadening the board beyond elected officials would have diluted the effort, and discouraged the active participation of some board members. Second, Mammen claims that the "informal" part of the structure -- the involvement of the voluntary sector -- is an equally critical component of the overall model.

One final similarity between the YCB and the JWB should be noted. While both credit the involvement of the voluntary sector as being critical to their success, both also currently believe that increased involvement is needed. In fact, both initiatives appear to be searching for a similar type of increased community involvement -- reaching out to neighborhoods and local grass roots organizations.

It is not possible to conduct a similar assessment of the involvement of the voluntary sector in the Chicago Cluster Initiative since it was so recently developed. It is apparent, however, that at least thus far, initiative developers and current staff seem to be placing less emphasis on the involvement of community-based organizations. The initiative has been clearly defined as a school-focused project, and the potential role of community-based organizations has yet to be sorted out. Establishing a system which coordinates a continuum of services for children is listed as one of the primary strategies of the initiative, but the role of the voluntary sector in this process has not been defined. While United Neighborhood Organization and the

Chicago Urban League are represented on the Board of Trustees, they function primarily as community organizers and not as service providers. The process thus far could be characterized as top-down, lacking the intermediary function (both between and within the public sector and the voluntary sector) of the JWB and the YCB.

Lessons From the Case Studies Communities

The experiences of the three communities profiled in Section II can offer many useful lessons to policy makers, analysts, advocates, and those who are attempting to plan and implement initiatives to improve the level of supports for youth in their communities. The first set of lessons concern practical implications of various structures and processes. While each of these lessons does not necessarily fit neatly within one of the five variables that shape interagency partnerships, as outlined by Melaville and Blank and discussed in the first section of this report, the variables can provide a useful framework for considering these lessons.[16] Thus, those interested in strengthening community supports for youth would perhaps best be served by both building upon the following lessons provided by current efforts and paying particular attention to variables within which most of these lessons cluster.

Conferring Legitimacy

Community initiatives require legitimation in order to get started and to maintain strength. Based on the initiatives studied, it appears to be important that whoever convenes the planning group for a new initiative has respect and clout within a community. It does not appear to be important, however, that the initiator be from a particular sector such as local government. Legitimacy can come from a visible branch of local government, but it also can come from approval by a visible corporate or funding sponsor. In Pinellas County, the legitimacy stems not only from the presence of the Juvenile Welfare Board as a public agency, but also simply from the fact that it has been in existence for over 45 years. In Minneapolis, the leadership of the

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[16] Melaville and Blank, pp. 20-31.

Mayor and the involvement of visible city and county agencies provide the legitimacy. In Chicago, the involvement of the Golden Apple Foundation appears to be as critical as that of the Chicago Housing Authority, the Chicago Park District, and other city agencies.

Setting Broad Goals and Engaging in Public Education

The initiatives seemed to derive strength from their ability to draw public attention to clear but broad goals for youth and for systems change. By not limiting their focus to one specific area or problem, such as teenage pregnancy, the initiative members could draw in a wide range of supporters. This was important for attaining visibility and building public support. In all three of the communities studied, the initiative became a focal point for interest in youth issues.

Importance of Leadership

All three initiatives provide evidence that while structure is important, it is often the hard work and dedication of effective individuals that determine the initiative's success. The support and resources provided by key high-level leaders were important in each of the three communities. Pinellas County has had strong support from leaders throughout the county and state, resulting in widespread support for the tax levy increase approved last year. Minneapolis has accomplished extensive redirecting of funds and service integration through the leadership of the Mayor and participation of key members of city and county government. The Chicago Cluster initiative was stalled until all the high level city actors were on board. Another advantage of participation by high level "power brokers" is the potential they bring for tangible accomplishments early in the life of the initiative.

The importance of individual effort was not, however, limited to high-level city officials. In Minneapolis, for example, much of the success of the YCB was attributed to the efforts of YCB Executive Director Richard Mammen, particularly in regard to his ability to work equally effectively with elected officials and local youth workers. Similarly, the great strides made by the Pinellas County JWB over the last ten years were largely credited to the work of JWB Executive

Director James Mills and the philosophy and new ideas he has brought to the job. Finally, Greg Darnieder, the new Director of the Chicago Cluster Initiative, is expected to play a crucial role in shaping and capitalizing upon the momentum created by city leaders.

The Limitations of Exclusion or Lack of Parent and Youth Participation

The Chicago Cluster initiative is now struggling with increasing involvement by parents and youth in its planning process. Minneapolis and Pinellas County also have identified strengthening this area as a priority. The consequences of this lack of participation seems to be a limitation on the scope and nature of the strategies employed by the initiatives to a services orientation. When an initiative fails to fully capitalize on the resource-capacity of parents and youth, strategies often act on youth and their families rather than engaging them in finding new solutions to their problems. This may then limit the kinds of changes that initiatives seek from their participating institutions; it may also result in a failure to explore fully important areas, such as leadership experiences or job development.

Insuring Strength through Inclusion

The previous two lessons -- Importance of Leadership, and The Limitations of Exclusion or Lack of Parent and Youth Participation -- suggest two components that are critical to the success of a youth initiative. An initiative without community leaders lacks the ability to create quick and significant change, while an initiative without broader community involvement lacks local ownership and the ability to sustain change. The three initiatives studied suggest a third critical component, specifically the involvement of private service providers and public middle-level managers involved in implementing policies and programs and serving youth and their families. Efforts to educate high-level policy makers and organize local citizens will not lead to ultimate success if those responsible for day-to-day decision making and implementation are not also meaningfully involved in the initiative.

Creating an Initiative with Multiple Functions

The initiatives' ability to serve a variety of functions and play a number of roles also appears to be critical. This was probably most apparent in two areas. First, the initiatives worked on both formal and informal levels, with the informal relationships and "deal-making" often as important as the fulfillment of the formal design of the projects. Second, the initiatives all attempted to achieve more than one goal using multiple strategies, generally combining program development, public education, policy development, and advocacy. This ability to serve multiple functions enabled the initiatives to have a significant impact on both policies and programs. In Minneapolis, for example, the staff of the YCB has worked to simultaneously coordinate the activities of public agencies serving youth, strengthen the individual public agencies represented on the Board, assist private service providers, and enhance public/private collaboration. In Pinellas County, years of focusing on private service providers has led to expanded services, but also to a stronger advocacy focus that has resulted from the JWB's conclusion that "you can't serve your way out of poverty."

Conclusion

It is difficult to extract one overarching lesson from an analysis of a variety of complex and quite different community youth initiatives. Robert Chaskin, however, in describing the Ford Foundation's Neighborhood and Family Initiative, does provide a framework which could prove useful in looking to the future of community youth initiatives.[17] Chaskin sees that particular initiative as consisting of two interdependent goals: (1) it attempts "to provide the neighborhood, as defined, with an organizational mechanism through which participation of neighborhood residents can be channeled;" and (2) "institutional collaboration, both within and beyond the boundaries of the neighborhood, can be fostered." The choice of such a focus, Chaskin argues, was a natural extension of the view "of the neighborhood as a community with both structural and affective aspects."[18]

Chaskin continues by stressing that institutional collaboration and citizen participation each must be provided with a structure within an initiative, and that the choice of those structures can play an important role in the ultimate success of the project. He further discusses the importance of integrating comprehensive strategies, but seems to be referring primarily to integration within the institutional collaboration structure, and not between the collaboration and participation structures. It is this last integration objective that our overview of community initiatives suggests may present the most challenge in the future.

In the course of our research, we looked at initiatives with each of these two structures as a focus. Both the Seattle Youth Involvement Network and the Oregon Community Action Planning process, for example, attempted to create a structure through which either youth (Seattle) or broader community (Oregon) involvement and participation can be facilitated. In contrast, a number of the initiatives, including the Arlington Human Service Planners and the

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[17] Robert J. Chaskin, The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development, The Chapin Hall Center for Children at the University of Chicago, April, 1992, pp. 7-25.

[18] Chaskin, p. 13.

New Jersey School-Based Youth Services Program, had the creation of structures to improve institutional collaboration as their primary missions.

Two important points should be made, however, about the structural emphasis of the initiatives we examined. First, the vast majority of the initiatives created well-defined and often elaborate structures for fostering institutional collaboration, but relatively few put a significant amount of energy into developing comparable citizen participation structures. While most of the initiatives had thought about the issue and placed value on community or youth involvement, those structures that were put into place were generally more informal and less permanent. Second, the need for more community and youth involvement and for a clearer defined structure for facilitating that process was commonly articulated as an area for needed improvement. This was true even among initiatives that fared well according to our assessment criteria, including the Minneapolis Youth Coordinating Board and the Juvenile Welfare Board of Pinellas County.

The results of our analysis, then, in conjunction with the framework provided by Chaskin, suggest several areas for needed attention in the field of local youth initiatives. First, localities planning or implementing youth initiatives need to spend considerably more time developing the structure through which community involvement and participation will be insured. Evidence of the importance of this work is not just logical or theoretical; perhaps the most convincing evidence came from initiatives that, despite great success in the area of institutional collaboration structure, were not achieving full success because of a lack of community ownership of and involvement in the initiative. But one should not assume that greater emphasis on community involvement will be easily accomplished. As described at the beginning of this report, America has recently noticed youth and is becoming increasingly concerned with escalating negative youth outcomes such as substance abuse and violence. The resulting increased attention to service integration and provider collaboration, though, has thus far greatly surpassed any renewed interest in the importance of the involvement and participation of those at the community level who are the recipients of these services -- children and families.

The greatest challenge, however, may lie beyond the need for increased attention to community involvement in youth initiatives. As we solidify our knowledge of the best ways to

structure institutional collaboration, and assuming increased emphasis on creating effective structures for citizen participation, the remaining question is the way in which these two structures can most successfully be combined. If the primary goal of a successful local youth initiative is the creation of a supportive community for children and families, it is difficult to see how that goal can be fully attained unless integration is an objective not only within an initiative's institutional collaboration structure, but also between a community's institutions and those citizens who live within it.

ATTACHMENT 1

Tables 1-8

KEY FOR TABLES 1-5

TABLES 1-5 ..... Initiative Profiles

TABLE 6 ..... Examples of Initiative Goals

TABLE 7 ..... Examples of Initiative Strategies

TABLE 8 ..... Involvement of Various Sectors

Key for Reading Tables 1-5

Goals Category

An initiative's goals were broken up into two sub-categories, **Focus** and Community. Under **Focus**, we categorized the initiative's goals as either oriented toward problem prevention, youth development, or both. Under **Community**, we tried to assess whether the initiative was attempting to permanently alter the service delivery system or improve or expand one or more service areas, or whether it was attempting to promote a more positive climate for youth.

Impact

In this category we included how many people, how many services, and what groups of people have been reached by the initiative. For example, is an initiative city-wide or does it target a specific neighborhood? Does it target only "at-risk" youth, or all youth and their families?

Strategies

Under the Strategies category are listed the on-going, key activities being used by the initiatives to achieve their goals. Initiative strategies, as described by the staff or written materials of the initiative, were placed within six categories: altering the service delivery system; changing the existing services; increasing funding for systems and services; raising awareness about and advocating for youth issues; influencing policy development; and, mobilizing youth participation. (Bold-faced type indicates a strategy particularly critical to the initiative.)

Structure

Under this category we sought to detail various aspects of the initiative's decision-making body. We divided Structure into five sub-categories. Under **Description** we gave the name and a brief picture of this decision-making body. Under **Participants** we listed from what public and private sectors the decision-making body's members are drawn. Under **Function** we identified seven possible functions of the body: planning; advising; overseeing; direct program developing; brokering; advocating; and, convening. Under **Authority** we determined whether the decision-making body has the authority to implement decisions and allocate money. Under **Permanence** we assessed whether the decision-making body was a short-term, stable, or permanent entity, and also what factors might cause its dissolution.

Inclusiveness

Under this category, we assessed what sectors of the community were involved in the initiative and at what phase of the initiative's development. We identified three phases: **Origin**, **Planning**, and **Implementation**. (Sectors that are bold-faced indicates that they played a critical role during that particular phase of the initiative.)

Funding

We listed the source(s) of the initiative's funding, and, if possible, its annual budget.

Implementation

Under Implementation, we attempted to give some measure of the initiative's progress to date measured against its stated goals, strategies, and timeline.

Initiative Profiles

Table One

INITIATIVE	GOALS		IMPACT	STRATEGIES
	FOCUS	COMMUNITY		
Arlington Human Service Planners Arlington, Texas	• Problem prevention • Youth/family development	• Improve/expand services • Improve the service systems	• Seeks to affect the entire population of the city of Arlington (270,000 people)	• **Alter the service delivery system** • Change existing services • **Increase funding for systems and services** • Raise awareness about and advocate for youth issues • Mobilize Youth Participation
Pinal County Cities in Schools Pinal County, Arizona	• Problem Prevention • Youth/family development	• Improve the service systems • Promote a positive climate for youth and families	• Affects 2,000 families annually in Pinal County, with sites at eight schools and in housing projects	• **Alter the service delivery system** • Change existing services • Increase funding for systems and services • Raise awareness about and advocate for youth issues • **Influence policy development** • Mobilize youth participation

Initiative Profiles

Table One

INITIATIVES	STRUCTURE				
	Description	Participants	Function	Authority	Permanence
Arlington Human Service Planners	•A decentralized planning arm of the United Way • Decision-making group is a volunteer body called the Coordinating Committee. • Standing and ad-hoc subcommittees.	• Local government • School officials • Community leaders • Social service agency officials • Youth • Parents • CBO leaders • Business leaders	• Advising • Planning • Convening • Advocating	• The Coordinating Committee does not have the power to implement and allocate. The Ad Hoc committees make recommendations on which the Committee votes. The AHSP staff works with the related agencies to fulfill the plan.	• Permanent (effectively serves as the human services planning department for Arlington)
Pinal County Cities in Schools	• A formal coalition between human service agencies, health service providers and education officials in Pinal County. PCCIS is a spin-off of the Pinal County Prevention Partnership which died in 1990. It is PCCIS that is described on this chart. • Decision-making body is called the Community-Based Governing Board. There are also advisory groupings at each of the sites	• Local and state gov't • Social service agencies • School officials • Community leaders • Social service agency officials • Businesses • Law enforcement officials	• Advising • Planning • Direct program developing • Convening • Advocating	• PCCIS' Community-Based Governing Board makes the initiative's decisions.	• The initiative's future is uncertain because it lacks a secure source of funding.

Initiative Profiles

Table One

Initiative	Inclusiveness			Funding	Implementation
	Origin	Planning	Implementation		
Arlington Human Service Planners	• Parents • **Community leaders** • Social service agencies • CBO's • **The United Way** • **Local gov't** • Schools • Businesses • Media • **Volunteers**	• Youth • Parents • **Community leaders** • Social service agencies • CBO's • **The United Way** • **Local gov't** • Schools • Businesses • Media • **Volunteers**	• Youth • Parents • **Community leaders** • Social service agencies • CBO's • **The United Way** • **Local gov't** • Schools • Businesses • Media • **Volunteers**	• City of Arlington • United Way of Metropolitan Tarrant County	• All of AHSP's major programs are operational; however, increasing youth and low-income group representation and input to the decision-making process is identified as a priority for the future.
Pinal County - Cities in Schools	• Youth • Parents • **Community leaders** • Social service agencies • CBOs • **Local gov't** • **Schools** • **Businesses** • Foundations • Volunteers	• Youth • Parents • Community leaders • **Social service agencies** • CBOs • **Local gov't** • **Schools** • Businesses • Foundations • Volunteers	• **Youth** • **Parents** • **Community leaders** • Social service agencies • CBOs • Local gov't • Schools • **Businesses** • Foundations • Volunteers	• Schools (they have absorbed the costs of the sites into their budget, approximately $250,000) • City Government, foundations and corporations provide the initiative's $100,000 budget.	• There are 8 school-based and housing project-based sites. • PCCIS is trying to acquire grant dollars and create new monies by improving efficiency of human services spending. • Though funding is insecure, PCCIS is picking up additional sites. Also, schools outside of Pinal County are becoming interested in PCCIS' work.

Initiative Profiles

Table Two

INITIATIVE	GOALS		IMPACT	STRATEGIES
	FOCUS	COMMUNITY		
Marion County Commission on Youth Indianapolis, Indiana	• Youth Development	• Improve the service systems • Promote positive environment for youth	• Targets all children and their families in the public school system in Indianapolis (approx. 100,000 youths)	• Alter the service delivery system • Change existing services • Increase funding for systems and services • Influence policy development • Raise awareness about and advocate for youth issues • Mobilize youth participation
Kids Place/Youth Involvement Network Seattle, Washington	• Youth Development	• Improve the service systems • Promote positive climate for youth	• The initiative has affected thousands of youths across different age groups throughout the city.	• Alter the service delivery system • Change the existing services • Increase funding for systems and services • Influence policy development • Raise awareness about and advocate for youth issues • Mobilize youth participation

Initiative Profiles

Table Two

INITIATIVES	STRUCTURE				
	Description	Participants	Function	Authority	Permanence
Marion County Commission on Youth	• The twenty-two member Commission is the decision-making body. Within the Commission, the president, the executive committee and the head of the City Dept. of Youth and Family Services wield the most power.	• Local government • School officials • Community leaders • Social service agency officials • Youth (serve on a separate committee) • CBO leaders	• Planning • Advising • Overseeing • Advocating • Convening	• Although MCCOY has its own budget, its ideas must ultimately be approved by the city. Currently, MCCOY and the newly-elected city government are both working out not only their own relationship, but also their respective roles with regard to youth and service issues.	• Permanent (MCCOY can only be dissolved by repealing an act of legislation)
Kids Place/Youth Involvement Network	• The Advisory Committee is the decision-making body. It is an informal, grassroots body and is open to broad participation. (Subcommittees called Action Teams do direct program development and the youth identify needs and conduct the initiative's planning)	• Local government • School officials • Community leaders • Social service agency officials (both public and private) • Youth • Parents • CBO leaders • Business leaders • Foundation representatives	• Advising • Overseeing • Advocating • Convening	• The Advisory Committee has the authority to implement decisions and allocate money; however, when the city becomes the major funder, a new system will be set up.	• Stable (Some Action Committees exist on a timeline, others are long-term. The Advisory Committee will be around so long as there are projects in place.)

Initiative Profiles

Table Two

Initiative	Inclusiveness			Funding	Implementation
	Origin	Planning	Implementation		
Marion County Commission on Youth	• **Community leaders** • Social service agencies • United Way • Local gov't • Foundations	• **Community leaders** • Social service agencies • United Way • Local gov't • Schools • Foundations	• Youth • **Community leaders** • Social service agencies • United Way • **Local gov't** • Schools • Volunteers • Foundations	• City Government •MCCOY has a $75,000 budget. The Commission seeks specific dollars for specific projects, with most projects being funded through in-kind services from agencies' existing budgets.	• MCCOY is currently trying to work out its relationship with the newly elected City Government and its future as a whole. It is working with the City to invent the City's role in human services (there is no existing Dept. of Human Services). • Priorities for the future include increasing CBO involvement and continuing to build the connection between schools, services and kids.
Kids Place/Youth Involvement Network	• Youth • Community leaders • CBOs • **Local gov't** • Schools • Businesses • Volunteers	• Youth • **Community leaders** • Social service agencies • CBOs • United Way • **Local gov't** • Schools • Volunteers	• Youth • **Community leaders** • Social service agencies • CBOs • United Way • Local gov't • **Schools** • Businesses • Volunteers	• City Government • United Way • **Corporations** • The annual budget is around $100,000. Funds are, however, highly insecure. The initiative hopes to get an ongoing commitment from the city which will create a dramatic boost in funding levels in January 1993.	• All the major activities are more or less operational. The Youth Involvement Network is relatively new, so there has not been much time for delays. • Priorities for the future include increasing funding from the city and focusing on a multi-cultural agenda for schools.

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Initiative Profiles

Table Three

INITIATIVE	GOALS		IMPACT	STRATEGIES
	FOCUS	COMMUNITY		
Youth Futures Authority Savannah, Georgia	• Problem Prevention • Youth Development	• Improve or expand services • Improve the service systems	• 1200 youth from across all age groups and their families	• **Alter the service delivery system** • Change existing services • Increase funding for systems and services • **Influence policy development** • Raise awareness about and advocate for youth issues
Minneapolis Youth Coordinating Board Minneapolis, Minnesota	• Problem prevention • Youth development	• Improve or expand services • Improve service systems • Promote positive climate for youth	• Youth across all age groups city-wide • Serves 76,000 youth	• **Alter the service delivery system** • Change existing services • Increase funding for systems and services • **Influence policy development** • **Raise awareness about and advocate for youth issues** • **Mobilize youth participation**

Table Three

INITIATIVES	STRUCTURE				
	Description	Participants	Function	Authority	Permanence
Youth Futures Authority	• The twenty-three member Chatam-Savannah Youth Futures Authority is the decision-making body. Although there are ad-hoc, nominating and financial committees, the body acts as a whole. • During the 2nd phase of the initiative, there will be two committees created around two strategic goal areas.	• Local and state gov't • School officials • Community leaders • Social service agency officials (public and private) • Parents • CBO leaders • Business leaders • Foundation representatives (Casey)	• Planning • Advising • Overseeing • Direct program developing • Brokering • Advocating • Convening	• The Youth Futures Authority has the power to implement decisions and allocate money.	• Permanent (The Youth Futures Authority can only be repealed by an act of legislation.)
Minneapolis Youth Coordinating Board	• The decision-making body is the twelve member Youth Coordinating Board made up of elected officials. An executive committee consists of four elected board members.	• Local and state government • School officials • Community leaders • Youth • Parents • CBO leaders • Business leaders • Foundation representatives	• Planning • Advising • Overseeing • Direct program developing • Brokering • Advocating • Convening	• The Youth Coordinating Board has the authority to implement decisions and allocate funds.	• Stable (The second state-authorized, five-year joint powers agreement between the agencies will expire in 1996.)

Initiative Profiles

Table Three

Initiative	Inclusiveness			Funding	Implementation
	Origin	Planning	Implementation		
Youth Futures Authority	• Parents • Community leaders • CBOs • The United Way • **Local and state government** • Businesses • Foundations	• Youth • Parents • Community leaders • CBOs • The United Way • **Local and state gov't** • Schools • Businesses • Media • Foundations	• Youth • Parents • Community leaders • CBOs • The United Way • **Local and state gov't** • Schools • Businesses • Media • Foundations • **Otis Johnson, Executive Director of YFA**	• City Government • State Government • County Government • United Way • Foundations (Casey) • The budget for 1992 is $5,888,431 • Youth Futures Authority is a demonstration project. The Casey funding (40%) runs out in 1993. It is hoped that Casey will renew its commitment.	• All of Youth Futures Authority's programs are operational. Initially, there were some delays because not enough time was allotted to do groundwork before implementation began. • Priorities for the future are convincing the state to adopt a more flexible policy toward local initiatives and focusing on the strategic goals of the second phase of the initiative.
Minneapolis Youth Coordinating Board	• **Local and state government** • Schools • United Way • Foundations	• Youth • Parents • Community leaders • Social service agencies • **CBOs** • **The United Way** • **Local and state gov't** • Businesses • Volunteers • Foundations	• Youth • Parents • Community leaders • Social service agencies • **CBOs** • **The United Way** • **Local and state gov't** • Businesses • Volunteers • Media • Foundations	• City Government • County Government • Public Schools • $150,000 operating base budget; additional funds raised from public and private sources for specific projects.	• The initiative's activities are fully operational. The youth coordinating board has become more involved in actual program development than originally intended. • Future priorities include increasing youth and community involvement, expanding on the initiative's efforts in early childhood development, and institutionalizing the system changes that have occurred.

Initiative Profiles

Table Four

INITIATIVE	GOALS		IMPACT	STRATEGIES
	FOCUS	COMMUNITY		
Juvenile Welfare Board Pinellas County, Florida	• Problem prevention • Youth development	• Improve the service systems • Improve or expand services • Promote a positive climate for youth	• County-wide initiative that affects all youth and their families. • The JWB funds 49 community agencies.	• Alter the service delivery system • Change existing services • Increase funding for systems and services • Raise awareness about and advocate for youth issues • Influence policy development
NYC Department of Youth Services/ Interagency Coordinating Council New York, New York	• Problem prevention • Youth development	• Improve the service systems • Improve or expand services • Promote a positive climate for youth	• City-wide, neighborhood-focused initiatives that aim to affect New York's 2.1 million youth. • Have already established 10 centers involving 8,000 youth.	• Alter the service delivery system • Change existing services • Increase funding for systems and services • Raise awareness about and advocate for youth issues • Mobilize youth participation

Initiative Profiles

Table Four

INITIATIVES	STRUCTURE				
	Description	Participants	Function	Authority	Permanence
Juvenile Welfare Board	• The Board consists of up to nine members. Three or four of the nine are ex officio members and five additional members are appointed by the governor for four-year terms. • Board has a full-time staff and six Youth Services Advisory Committees.	• Local and state government • School officials • Community leaders (which could include a variety of sectors)	• Planning • Advising • Overseeing • Direct program developing • Brokering • Advocating • Convening	• The Board has the power to allocate money and implement decisions.	• Permanent (The JWB can only be repealed by an county voter disapproval)
NYC Department of Youth Services/Inter-Agency Coordinating Council	• The decision-making body is the Inter-Agency Coordinating Council The chairman is the Deputy Mayor for Human Services. • Sub-committees are formed for specific projects and programs. • Beacon Centers, neighborhood centers that provide services to kids, were brought into place by the initiative.	• Local or state government (The Inter-Agency Council members are from 26 city agencies, 11 mayoral offices and the NY Public Library.) • Beacon Centers funded at $4.8 million.	• Planning • Direct program developing • Convening	• The Inter-Agency Council does not have the power to implement decisions and allocate money. The Department of Youth Services allocates money to agencies city-wide. Beacon advisory boards have the authority to allocate funds to neighborhood agencies.	• Permanent (The Inter-Agency Council was mandated by an act of legislation and it will take an act of legislation to repeal it.)

Initiative Profiles

Table Four

Initiative	Inclusiveness			Funding	Implementation
	Origin	Planning	Implementation		
Juvenile Welfare Board	• **Local and state government** • Schools • Voters	• **Local and state gov't** • Schools • Community leaders • **Social service agencies** • CBOs	• **Local and state gov't** • Schools • Community leaders • **Social service agencies** • CBOs	• JWB is funded by an independent, special taxing district in the county dedicated to children's services. • A recent increase in the taxing authority cap from .5 mill to 1 mill will increase the budget to over $31 million by 1996.	• The JWB has been in place for over forty-five years and is fully implemented. Over time, the JWB has taken on more responsibility in the areas of planning and advocacy. Future efforts will focus on local neighborhood involvement and development.
NYC Department of Youth Services/Inter-Agency Coordinating Council	• **City government**	• Youth • **City gov't** • Social service agencies • CBOs	• Youth • Parents • **Local and state gov't** • Community leaders • **Social service agencies** • Schools • **CBOs** • Businesses • Volunteers	• The Inter-Agency Council itself has no budget. Funds for specific projects are provided by the City Government and by concerned members' agencies. Some federal dollars have been involved in certain projects.	• The initiative's major activities are in place. • Priorities for the future include continuing the current level of coordination between agencies and increasing the involvement of various populations that have not been reached yet.

Table Five

Initiative Profiles

INITIATIVE	GOALS		IMPACT	STRATEGIES
	FOCUS	COMMUNITY		
Chicago Cluster Initiative Chicago, Illinois	• Problem prevention • Youth development	• Improve the service systems • Improve/expand services • Promote a positive climate for youth	• When fully operational, the Chicago Cluster Initiative will serve a total of 23,400 5th through 12th grade students at four different neighborhood sites. At the DuSable site, approx. 5000 are being served.	• Alter the service delivery system • Change existing services • Increase funding for systems and services • Influence policy development
Youth Net Kansas City, Missouri	• Problem prevention • Youth Development	• Improve/expand services	• 15,000 youth and their families in a specific area which includes a strong public housing presence.	• Alter the service delivery system • Increase funding for systems and services • Raise awareness about and advocate for youth issues

Initiative Profiles

Table Five

INITIATIVES	STRUCTURE				
	Description	Participants	Function	Authority	Permanence
Chicago Cluster Initiative	• The decision-making body is the Board of Trustees, which functions in many ways like a corporate board. It has the power to hire and fire an Executive Director of the initiative.	• Local gov't • School officials • Community leaders • CBO Leaders • Business leaders • Foundation representatives	• Advising • Planning • Convening • Overseeing • Brokering	• The Board of Trustees has the authority to allocate money and its members have the authority to be implementers within their own agencies. However, bodies called the Local Cluster Councils are responsible for the direct program development at each site. The Local Cluster Council, in-turn, must get approval of its plans for school-based programs from the Local School Councils, which essentially function as local school boards.	• Stable (The Chicago Cluster Initiative is projected to last five years. It is hoped that by the end of this period, the schools at the Local Cluster sites will assume the local costs and the initiative will thereby remain in place. It is also hoped that at the end of this period the Chicago Cluster Initiative will be adopted as a city-wide model.)
Youth Net	• The decision-making body is the 12-member Youth Program Council. The Administrative Support Unit (a staff subcommittee) does planning and oversight for the initiative.	• Social service agency officials (12 twelve executive directors)	• Planning • Overseeing • Direct program developing	• The Program Council has the authority to implement decisions and allocate funds.	• Stable (The structure of the initiative will likely change when a the Friends of Youth Net Board is created.)

Table Five

Initiative Profiles

Initiative	Inclusiveness			Funding	Implementation
	Origin	Planning	Implementation		
Chicago Cluster Initiative	• Local and state gov't • Community leaders • Schools • CBOs • Businesses • Foundations	• Local and state gov't • Community leaders • Schools • CBOs • Businesses • Foundations	• Youth • Parents • Local and state gov't • Community leaders • Social service agencies • Schools • CBOs • Businesses • Foundations • Volunteers	• Local and state gov't • Foundations • The projected budget for the DuSable site for 1992 is $5.2 million (which includes some expenses for the central office of the Cluster Initiative.)	• Activities have begun at only one site, DuSable. The project is expected to come to a vote soon at another site. • At DuSable, some activities were dropped and others needed to be added.
Youth Net	• Community leaders • Social service agencies • CBOs • Businesses • Foundations	• Community leaders • Social service agencies • CBOs • Businesses • Foundations	• Youth • Parents • Community leaders • Social service agencies • CBOs • Local and stat • Schools • Media • Volunteers • Foundations	• Local and federal gov't • Foundations • Social service agencies • Businesses	• All of Youth Net's activities are operational. •A priority for the future is increasing youth involvement.

Examples of Initiative Goals

Table Six

Examples of Problem Prevention Focuses	Examples of Youth Development Focuses	Examples of Improving or Expanding Services	Examples of Improving or Expanding the Service Systems	Examples of Promoting a Positive Climate for Youth
- Identify needs and problems in the community as they emerge (Arlington Human Service Planners) - Improve youth outcomes by focusing on reducing school failure; teenage pregnancy; drop-out rates; employment difficulties. (Youth Futures Authority) - Develop an early intervention program to combat the problems of at-risk youth (YFA) - Aim the service delivery system at preventing poverty (Pinal County Cities in Schools)	- Insure that kids are used as resources in the community (Seattle Youth Involvement Network) - Provide positive youth development activities in the community (Marion County Commission on Youth) - Re-structure the educational system to make sure that kids develop needed skills and competencies to succeed in school and in employment (YFA) - Empower youth and families by allowing them to make choices about what services and counselling to accept (PCCIS)	- Introduce services into an area in which there were no pre-existing services (AHSP) - Create an Early Intervention Program to help meet the needs of children from conception to age 18 - Increase services to youth in a designated low-income area of the city (Youth Net) - Increase impact of services by coordinating local services and focusing on school sites (Cluster)	- Introduce service systems into an area where they were missing (AHSP) - Compensate for gaps created by lack of Dept. of Human Services in the area by addressing fragmentation, improving awareness and promoting coordination (MCCOY) - Insure that kids have access to whatever services they need in the schools and bring kids, schools and services together (MCCOY) - Improve the accessibility of health services to adolescents (YFA)	- Insure that kids are viewed as resources in the community (Seattle) - Promote communication and partnerships between youth and adults/agencies (Seattle) - Keep positive youth achievements in front of the community's attention (MCCOY) - Change public perception and policy toward the at-risk population at the service-providers level and within the population itself (PCCIS)

Table Six

Examples of Initiative Goals

Examples of Problem Prevention Focuses	Examples of Youth Development Focuses	Examples of Improving or Expanding Services	Examples of Improving or Expanding the Service Systems	Examples of Promoting a Positive Climate for Youth
- Insure that problems confronting at-risk youth are on the community's agenda (Seattle Youth Involvement Network) - Reduce substance abuse and gang involvement among in a specific, low-income area of Kansas City (Youth Net)	- Provide activities that develop self-expression, stimulate a sense of belonging and link youth with positive role models (Youth Net) - Revitalize neighborhoods once written off as hopeless by engaging the community in change and renewal (Chicago Cluster Initiative) - Give priority to preventive and early intervention programs rather than rehabilitative services (Pinellas County Juvenile Welfare Board) - Improve the ability of public agencies to promote the health, safety, education and development of the community's children and youth (Minneapolis Youth Coordinating Board) - Increase and improve youth development through comprehensive planning, interagency coordination, and integration of services (New York City)	- Improve services in several substantive areas by focusing additional resources in those areas (Pinellas County) - Improve and strengthen services through the creation of a separate agency charged with administering and overseeing all of the state and local funding for youth services (New York)	- Present choices within the service system (PCCIS) - Create a service delivery system based on the needs of families, not on institutional or previously established systems (Pinellas) - Create an organizational structure to improve coordination and cooperation among youth serving agencies and local governmental bodies (Min. YCB)	- Help students and parents develop a genuine stake in their school, and establish and expect academic excellence (Cluster)

Table Seven

Examples of Initiative Strategies

Examples of Altering the Service Delivery System	Examples of Improve/Changing Existing Services	Examples of Increasing Funds for Systems/Services	Examples of Raising Awareness/Advocating for Youth Issues	Examples of Influencing Policy Development	Examples of Mobilizing Youth Participation
- Brought the social service system into the area (Arlington Human Service Planners) - Hire nurses to work in high schools and mental health workers to work in clinics (Youth Futures Authority) - Relocate health department to a more accessible area (YFA) - Identify gaps in the service system (Marion County Commission on Youth) -Access services in the schools (MCCOY) - Increase local coordination through development of local Cluster Councils (Cluster)	- Created a Teen Crisis Center, a Day Care Center for low-income families, Teen Court and a Teen Calendar (AHSP) - Project Spirit; an after-school and Saturday enrichment program at six local churches (YFA) - Youth Service Corps; an education and training program for youth to prepare them for the labor market (YFA) - Developed a information clearinghouse called the Seattle Youth Data Base (Seattle Youth Involvement Network)	- Increase funds for systems/services in the area by reallocating funds for systems/services formerly outside the area (AHSP) - Developing a Case Management System which would end multiple case management by providing at-risk youth with a single adult counsellor (YFA) - Recruiting private organizations to buy into programs on a piecemeal basis (Seattle)	- Bring youth issues to the public's attention and keep good, positive developments in front of the public (MCCOY) - Organize Youth Summits which convene youth to talk about pressing youth issues (Seattle) - Monthly meetings of a network of service providers who convene to discuss the at-risk population (PCCIS) - Bring emerging youth needs and issues to the community's attention (Seattle)	- Get hospitals and public health agencies to decentralize (AHSP) - Have a representative who lobbies in the legislature advocate for changes essential to improving youth outcomes (YFA) - Lobby state level initiatives to give local organizations more freedom (YFA)	- Formed a youth advisory committee to the initiative (AHSP) - Youth Cities; convened youth to show them how the government runs (MCCOY) - Involve youth in community issues (Seattle) - A working young people's committee is an arm of the initiative's governing body whose members do all the initiative's planning (Seattle)

Table Seven

Examples of Initiative Strategies

Examples of Altering the Service Delivery System	Examples of Improve/Changing Existing Services	Examples of Increasing Funds for Systems/Services	Examples of Raising Awareness/Advocating for Youth Issues	Examples of Influencing Policy Development	Examples of Mobilizing Youth Participation
- Get service providers into schools and at times more convenient to families (Pinal County Cities in Schools) - Family Resource Centers; models developed for various sites to dispense service and counselling in one central location (PCCIS) - Formed a collaboration to promote outreach in a specific geographic area that was previously under-served (Kansas City Youth Net)	- Developing a Teen Center where kids can "hang-out" (Seattle) - Developed the Transitional Support Program, an outreach program of kids at risk of substance abuse (Youth Net) - Adoption of the Cooperative Learning Model at the DuSable site (Cluster) - Employ strong research and evaluation techniques to assess the effectiveness of services (Pinellas County)	- Increase the area's share of state resources by bringing resources and services into the county (Pinal) - Created a single budget for programs which facilitated the setting of priorities and the increasing of funding based on these priorities (Youth Net) - Provision of in-kind services by Cluster Initiative Board of Trustee member agencies (Cluster)	- Initiated community-wide visioning process to develop a 20-year plan for youth and to raise community awareness of youth and family issues (MYCB) - Promotes community awareness and understanding of the needs of children and families through public education, training, and a public library and database on youth needs and services (Pinellas County)	- Blueprint for Action, A statement of what activities kids should be offered after school and during the summer(MCCOY - Developing a multi-cultural education agenda to be presented to the school board (Seattle) - Author proposals to bring resources and services into the county (PCCIS)	- Created youth-run Youth Conference to discuss and identify solutions to problems facing youth (PCCIS) - Initiated and provided guidance to the Minneapolis Youth Organization, a group of young people who, among other accomplishments, were instrumental in encouraging youth turnout at the recent city- wide YouthVote (MYCB)

Table Seven

Examples of Initiative Strategies

Examples of Altering the Service Delivery System	Examples of Improve/Changing Existing Services	Examples of Increasing Funds for Systems/Services	Examples of Raising Awareness/Advocating for Youth Issues	Examples of Influencing Policy Development	Examples of Mobilizing Youth Participation
- Attempt to improve the service delivery system by providing a forum for local elected officials to plan, strategize, and develop policies and programs collaboratively (Youth Coordinating Board) - Convened the Interagency Coordinating Council on Youth to provide a formal mechanism for a variety of city agencies to effectively assess youth needs and services and create new strategies for improving services (New York)	- Created the Safe Streets, Safe City initiative, designed to provide intervention services to youth as well as expand current prevention and youth development services (New York)	- Initiated a special effort to raise additional funds for education, youth employment, and youth development services and activities during summer of 1989 (Min. YCB) - Created separate pot of tax dollars for youth services by voter approval in 1946, and doubled its size to one full mill of property tax assessment in 1990 (Pinellas)		- Influence the policy development of each represented elected body through increased information and resources (MYCB) - Served as a model and an advocate for other Florida counties considering the development of a Children's Services Council (Pinellas County)	- Created a Youth Advisory Council to get youth input into the needs, priorities, and policy for youth (New York)

Involvement of Various Sectors

Table Eight

	Origin	Planning	Implementation	Assessment
Youth	Did not originate any of the initiatives we studied.	occasionally involved on youth advisory boards, consulted during needs assessment	All initiatives focus on involving youth Many youth service and leadership programs encourage youth to be primary implementors of their own programs.	Generally approached for feedback and suggestions for improvement
Parents	"	"	Sometimes involved in programs to increase family involvement or provide better role models. A few programs focus specifically on soliciting parents assessments of problems. (CYG) Generally a few representative included on governing boards	"
Community Leaders	Sometimes an individual will play a catalytic role and provide vision. (NYLC) usually consulted/ included in original meetings	Almost always included for advice in planning sessions	Usually support the programs and usually included on governing structures	Included in ongoing analysis.

Involvement of Various Sectors

Table Eight

	Origin	Planning	Implementation	Assessment
Social Service Agencies	Often included Primary initiators in Dallas, New Beginnings, Pinal County	Almost always consulted and approached at this point	Not always of governing structures, but usually an effort is made to coordinate efforts	Usually involved in attempts to document success of program.
Community Based Organizations	One of the 3 most common initiators (See Arlington or Youth Net) * Many times, the initiatives were created to coordinate their programs.	Most often take the lead in planning and structuring	Usually make up the core of governing structures and advisory boards.	Assessments usually include suggestions for further integrating services with pre-existing CBOs.
City Government Officials	The most common initial leader. Provide legislation, impetus, or funds to establish youth policy in some cases. Seldom initiate actual programs	Usually facilitate other groups, rarely try to establish official, governmental branches	Often programs supplement school and utilize existing government resources	Usually concerned with documenting progress to justify expenditures.
Schools	Rarely initiators	Almost always consulted or involved	Always an integral component of programs/services. Usually included in governing boards, often in organization structures	Feedback given a lot of weight.

Involvement of Various Sectors

Table Eight

	Origin	Planning	Implementation	Assessment
Business	Primary originator in only one case	Often consulted, often formally included in planning groups	Almost always approached for funding Often included in programs Generally involved at the governing boards level	As funders and participants they have major input
Foundations	Often design a program and then look for a community to try it in... Support but do not generally initiate at the community level	The major planner if the program is sponsored by the foundation. often approached for initial funds and startup grants	If a foundation program, they hire and establish organizational and governing structure Mostly involved in funding community initiatives Not always included on governing boards	Often contract for formal assessments and have ultimate say over continuation Usually consulted to discus long-term funding
Media	Not involved in initial stage of any of the projects	Involved only in media focused initiatives ex. Making the Grade	Many initiatives utilize media to increase public awareness.	Not involved
Volunteers	Not involved	Sometimes consulted for needs assessment	Often included in programs and on governing boards	Suggestions usually included
United Way	Generally less involved than in subsequent phases, but is the primary originator in one case	Aa critical player in planning for roughly half of the initiatives	A key player in most initiatives, with emphasis on funding	Role in this area varies with the strength of its roles in planning and funding

ATTACHMENT 2

List of Community Initiatives Considered

ATTACHMENT 2

List of Community Initiatives Considered

1. Arlington Human Service Planners
   Arlington County, TX

2. Chatham-Savannah Youth Futures Authority ***
   Savannah, GA

   New Futures Initiative
   Annie E. Casey Foundation
   Greenwich, CT

3. Chicago Cluster Initiative
   Chicago, IL

4. Children, Youth, and Families Initiative **
   Chicago Community Trust
   Chicago, IL

5. Community Guidance for Youth Program **
   Lilly Endowment
   Indianapolis, IN

6. Dallas Impact '88
   Dallas, TX

7. Juvenile Welfare Board
   Pinellas County, FL

8. Kellogg Youth Initiative Program **
   W.K. Kellogg Foundation
   Battle Creek, MI

9. KidsPlace: St. Louis
   St. Louis, MO

10. Life Options Coalition
    Milwaukee, WI

11. Los Angeles Roundtable for Children
    Los Angeles, CA

12. Making the Grade *
    National Collaboration for Youth
    Washington, DC

13. Marion County Commission on Youth
    Indianapolis, IN

14. Minneapolis Youth Coordinating Board
    Minneapolis, MN

15. National Youth Leadership Council *
    Roseville, MN

16. New Beginnings
    San Diego, CA

17. New Jersey School-Based Youth Services Program **
    New Jersey Department of Human Services
    Trenton, NJ

18. New York City Department of Youth Services
    New York, NY

19. Oakhurst Initiative
    Decatur, GA

20. Oregon Positive Youth Development **
    Oregon Community Children and Youth Services Commission
    Salem, OR

21. Pinal County Cities in Schools ***
    Coolidge, AZ

    Cities in Schools, Inc.
    Alexandria, VA

22. The Seattle Youth Summit/Seattle KidsPlace
    The Children's Alliance
    Seattle, WA

23. The Teen Assessment Project/The School-Age Child Care Project **
    US Department of Agriculture - University of Wisconsin Extension
    Madison, WI

24. Valued Youth Partnership
    San Antonio, TX

25. Youth as Resources **
    National Crime Prevention Council
    Washington, DC

26. Youth Net
    Kansas City, MO

27. Youth Opportunities Unlimited *
    U.S. Department of Labor
    Washington, DC

* National multi-site initiative; eliminated before a local site was selected.

** Regional, state, or local multi-site initiative; eliminated before a local site was selected.

*** One site of a multi-site initiative.

ATTACHMENT 3

Brief Descriptions of Final Ten Initiatives

Brief Descriptions of Final Ten Initiatives

Arlington Human Service Planners: Arlington Human Service Planners is a decentralized planning arm of the United Way of Metropolitan Tarrant County which identifies emerging human service needs and facilitates community solutions. It was created in 1979 in response to a study which suggested that a planning body was needed to assume ongoing responsibility for AHSP advises the city of Arlington on courses of action, promotes cooperation between Arlington human service providers and serves as an advocate for human service policy. It is run as a standing committee of the United Way's Program Development Division with a coordinating committee comprised of approximately forty people. The coordinating committee members are appointed by the Arlington City Council, the City of Arlington Administrative Staff, the Arlington Police Department, the School District board, the local PTA's, the Junior League, the University of Texas at Arlington, the Arlington Ministerial Association, the Arlington Chamber of Commerce, the Church Women United, the First Call for Help and the Social Service Providers Network. The remaining positions are filled by citizens-at-large.

Chatham-Savannah Youth Futures Authority: In 1988, the Georgia State Legislature established the Chatham-Savannah Youth Futures Authority (YFA) as part of the Annie E. Casey Foundation's New Futures Initiative. The YFA has a dual strategy in seeking to develop a coordinated and comprehensive system of services to youth based upon a continuum of care and to facilitate a re-structuring of the educational system in order for all children to succeed in school. Funding is provided by the city, county and state governments and the United Way as well as the Casey Foundation. The local funders appoint the twenty-three members of the oversight committee, who are leaders in the government, business and nonprofit sectors. They, in turn, head collaborative committees on Finance, Community Education, Research (MIS), Policy Analysis and Planning, Advocacy and Evaluation. Now in its second phase, much of the first phase of the initiative centered around case management with the Student Success Management System and STAY (Services to Assist Youth) Teams. Working with both public and private agencies, the YFA plays an advocacy role and raises community awareness of the needs of youth in Chatham County and Savannah.

Chicago Cluster Initiative: The Chicago Cluster Initiative emerged from discussions among a group of leaders in the public, private and non-profit sectors during 1989. These individuals aimed to intervene to alter the patterns of school drop-out and failure among disadvantaged inner-city children which threaten to make permanent the impoverishment of some of Chicago's neighborhoods. The result is a cooperative partnership between nine Chicago-based public and not-for-profit agencies. Leaders of these agencies sit as the governing Board of Trustees for the Cluster Initiative. They are committed to joint action for the purpose of achieving the Cluster Initiative's goals by an official Inter-Agency Agreement. The premise of the Cluster Initiative is that greater educational achievement and life success can be accomplished by taking a comprehensive approach, which means understanding family, housing, neighborhood, school, recreational and employment

opportunities all interact child and youth development. The effort builds on three major themes: education, inter-institutional dynamics, and community organization. The Cluster Initiative founders are committed to the belief that children need an educational process that transcends normal barriers which they face in and out of school. This belief is translated into commitments to redeploy existing educational and public services in a more efficient, coordinated way and to engage principals and community leaders in an active process of school reform. As conceived, the Cluster Initiative is to be implemented at four sites in Chicago over the next five years, after which time, it is hoped that the Cluster Initiative will be replicated throughout the city. To date, the Cluster Initiative has begun implementation in one of its four designated sites. The four Cluster Initiative sites selected are in communities that have pressing needs.

Juvenile Welfare Board of Pinellas County: The Juvenile Welfare Board of Pinellas County is a funding body which was created in response to the lack of alternatives to incarcerating children with adult offenders. The JWB began in 1946 by funding a home for juvenile delinquents. It has since broadened its mission and continues to be a primary advocating body for children. Presently, the JWB funds forty-nine community agencies which operate ninety-one different programs. The JWB consists of nine members who are guided by fifteen operational values. The first three of these is the JWB's primary statement of goal and vision. These are, 1) JWB is fully committed to the principles of early intervention and preventive services to children and families, 2) JWB values and encourages creative solutions to human service problems and recognizes risk taking and testing of unconventional strategies as legitimate functions in the search for new, more effective means of meeting human needs, and 3) JWB believes in the provision of quality services to children and families, planned, provided and evaluated by competent, well-trained professional staff and committed volunteers.

Marion County Commission on Youth (MCCOY): MCCOY, which grew out of a two year collaboration between voluntary organizations and public agencies, is a county-wide body concerned with the positive development of children and youth. Its goal is to unite all service delivery systems and all segments of the community to address the needs of youth in a comprehensive and effective manner, and to foster productive citizenship. To achieve these goals, the commission plans to assume the lead role in setting the community's agenda for helping youth development, involve youth as resources, and focus on the prevention of problems rather that than the treatment of outcomes. MCCOY also plans to focus on strategies which strengthen and promote the role of the family in the development of youth and to develop ways to recognize the achievement and contributions of young people and the agencies and institutions which serve them. MCCOY operates out of the County's Division of Occupational and Commission is divided into seven committees: issues and planning, agency and provider enhancement, community awareness and advocacy, information coordination, special projects, financial resources, and a city-county youth council.

Minneapolis Youth Coordinating Board: The Minneapolis Youth Coordinating Board is an intergovernmental organization which serves to enhance and promote the comprehensive

development of Minneapolis youth through collaborative action. The Coordinating Board was established in 1986 through a state-authorized joint-powers agreement among the City Board of Education, Park and Recreation Board, Public Library, and the County Board of Commissioners. It was created for a five-year period through 1991, and all of the participating bodies of government except the County Board of Commissioners have extended the agreement until 1996. The Coordinating Board currently sees its major functions as that of developer, catalyst, and advocate for collaborative planning and implementation of comprehensive systems and services for children and youth. The goals of the Coordinating Board are 1) to improve the ability of public agencies to promote the health, safety, education and development of the community's children and youth, 2) to create an organizational structure to improve coordination and cooperation among youth serving agencies and local governmental bodies, and 3) to identify and remedy conditions which hinder or prevent the community's youth from becoming healthy, productive members of society. The Coordinating Board is governed by an 11-member board of elected officials which elects an Executive Committee of three members. The Coordinating Board and the Executive Committee meet monthly as needed.

New York City Department of Youth Services / Inter-agency Coordinating Council on Youth: The New York City Department of Youth Services (DYS) oversees the administration of both city and state funds for the provision of services to the children and youth of New York under 21 years of age. The DYS is involved in innovative program development and implementation and contracts with a number of community-based organizations on projects such as Beacons, the Youth Advisory Council, the Neighborhood Youth Alliance and Safe Streets, Safe City. The Inter-agency Coordinating Council on Youth (ICC) is convened by the DYS and consists of the commissioners of all city youth-serving agencies. Through the ICC, the DYS is able to create a comprehensive vision of youth services for the city. The ICC is also concerned with actual project development and has recently initiated a 24-hour Youthline. The DYS and the ICC work in conjunction on analysis of legislation requirements, summaries of major funding sources and review of proposals. Recently, the ICC has been an integral part of the new Two-Tier Request for Proposals (RFP) process which looks at overall city needs and services in addition to standard proposal evaluation.

Pinal County Cities in Schools: Pinal County Cities in Schools in Pinal County, AZ, is an initiative that resulted from the transformation of the Pinal County Prevention Partnership. The Partnership was an informal but comprehensive intervention and "Prevention Partnership" between the Pinal County City Schools, County Government, Cities in Schools (CIS), human service providers, private sector organizations, and business and industry. The Partnership was created to develop more effective and efficient human service delivery systems in Pinal County, and was administered jointly by the School Superintendent, a Human Services coordinator, and the Pinal County CIS director. The goal of the Partnership from the outset was to "fix" rather than to "band-aid" chronic problems facing at-risk students and their families by assessing the nature and magnitude of their problems in human service terms, and by implementing sharing and networking strategies. In 1990, after two years of operation, the formal Partnership dissolved, but the Cities in Schools model and letters of commitment from more than forty human service agencies remained.

While the initiative currently patterns itself after the national Cities in Schools design, it also has a strong emphasis on the family, using the Family Resource Center model developed by the initiative's staff. Further, Pinal County Cities in Schools focuses on bringing about change in human service policy, and has moved beyond the notion of attempting to "fix" problems, and toward an approach that stresses family empowerment and choice. The initiative currently operates at eight school-based sites and several housing projects.

The Seattle Youth Involvement Network: The Seattle Youth Involvement Network is a project of the Children's Alliance, a statewide children's advocacy group. The project started in December of 1991, as a relatively direct outgrowth of Seattle KidsPlace -- an initiative that had achieved success over a period of several years at encouraging youth involvement and an awareness of youth issues. The Seattle Youth Involvement Network is attempting to build on the Success of KidsPlace by creating a secure infrastructure for facilitating youth empowerment and involvement in the community. The goals of the initiative include: providing an ongoing means for youth input on community issues through yearly Youth Summits; empowering young people through their connection to community by both volunteer service and community activism; providing the linkage for community agencies who have the need but not the time to involve young people; and, providing training for youth and adults on youth involvement and community action. The initiative coordinated a series of Youth Summits during December of 1991, allowing 500 elementary, middle, and high school students from throughout the city to take an active part in identifying and achieving goals that will directly affect their lives and education. This series culminated in a city-wide Youth Involvement Day, which engaged youth in identifying issues in the community that effect them, and developing solutions to these issues. The Network is currently in the process of negotiating for the creation of a permanent, publicly-funded Seattle Youth Involvement Office, and has a broad base of community involvement and support, including that of over 42 local organizations who work with youth.

Youth Net: Youth Net in Kansas City, MO, began in 1988 as a response by the city's civic leadership and its youth service agencies to rising violence caused by new drug gangs moving into the city from Los Angeles and Jamaica. A collaboration of twelve community youth service groups, Youth Net call itself a "youth service gestalt" with a comprehensive program of outreach, prevention, and intervention. Youth Net has a permanent staff of three administrators. Youth Net programs are staffed and housed by the member agencies. The Youth Program Council, which oversees Youth Net and is made up of the executive directors form the collaborating agencies, receives all donations and then reimburses the member agencies for their expenses incurred while operating Youth Net's programs. Specific Youth Net programs include nine neighborhood centers housing one Outreach worker each, three counseling centers, and various after-school and summer programs. The entire gamut of Youth Net's activities occurs within the thirty square miles where all of Kansas City's housing projects are located.

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